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ABSTRACT

The study described here was undertaken to develop a comprehensive description of corrections education programs in the Department of Health, Education, and Welfare (HEW) and to make recommendations regarding their purposes and operations including their relation to other Federal corrections programs. Presentation is in five sections: An overview of corrections education, Federal coordinating efforts, Federal corrections education programs, and findings and recommendations. A historical review indicates the changing perception of the criminal from sinner to socially disadvantaged. A literature review is summarized which revealed that the tendency to declare that no rehabilitation programs work is inaccurate. Key legislation under which Federally funded corrections education programs are implemented is described, and Federal program coordinating efforts through agencies in the Departments of Labor, Justice, and HEW are outlined. Data are presented for the types and number of inmates involved in corrections education programs in adult basic education, adult secondary education, vocational/occupational education, social education, and postsecondary education. A discussion of the need for corrections education policy and coordination including the role of HEW comprise the last section. The recommendations presented focus on the need for the Federal role being defined according to both national educational objectives and national criminal justice objectives. The establishment of a representative of corrections education within the Office of the Secretary, HEW, to represent the interests of the corrections clientele, is suggested. (MF)

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A REVIEW OF CORRECTIONS EDUCATION POLICY FOR THE DEPARTMENT OF HEALTH, EDUCATION & WELFARE

FINAL REPORT

Submitted to

Department of Health, Education and Welfare
Office of the Secretary
Washington, D. C. 20201

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PREFACE AND ACKNOWLEDGEMENTS

This report represents MetaMetrics' findings concerning corrections education policy and program development within the Department of Health, Education and Welfare and other Federal agencies. It is MetaMetrics intent that the findings and recommendations presented in this document be utilized by the Department of Health, Education and Welfare to formulate and implement policy procedures in this important, but too often neglected area of human concern.

The project was a collaborative effort, involving the direct contributions and efforts of many people. Leo Surla was the Project Director and was responsible for the overall administration and direction of the project. Joel Phillips had the primary responsibility for developing, writing and revising the final draft of this report. In this effort, he was assisted by Dana Wagner, who wrote many of the program descriptions included in the report. She also assisted in the data collection phase of the project and conducted many of the interviews with key individuals involved with corrections education.

As consultant to the project, John Irwin reviewed our efforts throughout the project, assisted in drafting parts of the final report and critically reviewed the text.

We are especially indebted to Bill Moulden of Teacher Corps, Pat Mancini, with Title I programs, and Ron Tarlain of the CETA - all divisions within the Office of Education - for their assistance throughout the project and for their review comments of the initial draft of the report. Many of their suggestions were incorporated in the revised version of the final report.

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SUMMARY

"The role, quality, and relevance of educational programs in major institutions have not kept pace with the social, economic, political and technological changes and expectations of society. . . . Offenders typically lack marketable skills for employment as well as the basic education necessary to develop these skills. They have been 'losers' in school and are caught up in the cycle of cultural and economic deprivations."

National Advisory Commission on
Criminal Justice Standards and Goals
1973

In the late 1960's, following the formation of the Law Enforcement Administration (LEAA) under the Omnibus Crime and Safe Streets Act of 1968, the Department of Health, Education and Welfare and other Federal agencies were requested to leave the active development of corrections related programs to the new agency. The emphasis of the LEAA program on state block grants (85% of LEAA funding) tended to preclude program initiative in corrections education on the national level. The Department of Labor through manpower development programming and the Department of Health, Education and Welfare through educational programming did become involved in corrections education to some extent.

Several HEW agencies undertook corrections education projects without overall coordination or Departmental policy for corrections education. The Office of the Secretary, Department of Health, Education and Welfare intitiated this study "to develop a comprehensive description of corrections education programs in HEW, and to make recommendations regarding their purposes, organizational location, operations, and their relationship to other Federal corrections programs."

CORRECTIONS EDUCATION OVERVIEW

The stress on "corrections" or "education" largely determines the approach used by corrections practitioners. Those advocating a corrections emphasis see corrections education playing a rehabilitative role and the major responsibility for program development resting with criminal justice agencies. The education approach perceives a right of persons to education whatever their status within the criminal justice system with program responsibility resting with educators.

These philosophical approaches to corrections education have real world implications for developing policy and implementing corrections education programs. The basic question is, should there be corrections education? If so, should corrections education be viewed as a component in the rehabilitative process or should it be based more on a conventional educational model? Lastly, if a need is determined, the central issue becomes one of designating which agency or agencies will have jurisdiction and defined responsibilities in developing and implementing corrections education programs.

The term corrections education encompasses a variety of components, both educational and correctional in nature. This has resulted in numerous definitions of the corrections education process. For the purpose of this study, the common denominator for corrections education was the identified client who has had contact with the criminal justice system including persons who are detained and awaiting trial, those who are convicted and serving sentences, those who are convicted but who have been placed on probation in the community, and those who were sentenced and served time but have been placed on parole for the remainder of their sentences. These inclusive groupings of detained or convicted persons was further divided into the following categories: juveniles or adults; males or females; local, state, or national jurisdiction; educational characterisics of the students; program objectives; and type of education and correctional setting.

For the purpose of this study, MetaMetrics focused on the offender in the institution and, to a lesser degree, in the community. The traditional division of juvenile and adult offenders was maintained as these are populations which are identifiable and separable in

terms of legal definition, location, age and, to some extent, educational needs. Corrections education programming as provided or funded by Federal agencies was emphasized. It was not within the scope of the study to examine state and local governmental activities in this area, although they collectively account for nearly 80% of corrections education funding. Educational services provided to corrections staff was not included as a study component.

HISTORICAL REVIEW

The year 1929 is usually considered the beginning of a modern and comprehensive trend in correctional education. The date marks the first time that a survey was conducted of corrections education as practiced in American penal institutions. The study revealed that there was not one complete and well-rounded educational program to be found in American penal facilities.

In response to growing pressures to reform, corrections education in prisons expanded. By the summer of 1930, the Federal prison system had provided a trained supervisor of education for each Federal institution, provided new classrooms, re-organized libraries in the Federal institutions, spent a considerable sum of money on library books and text books and had instituted a system of self-study correspondence courses to supplement classroom instructions.

In the 1940's, corrections education was increasingly seen as a principal rehabilitative tool. 'Reformation' of the offender became 'rehabilitation' and the concept of the criminal nature changed dramatically. It was during this era that the social sciences, in particular psychology, had a profound impact on correctional thinking.

The major emphasis and utilization of resources over the past three decades has actually been conducted in the area of vocational training. In the late 1960's a significant breakthrough into new types of prison education programs was achieved with the development of the federally funded "Newgate" college prisoner education programs. At that time, there were only 18 college programs offering live instruction in prison facilities throughout the country. The commencement of the Newgate prison education program reflected a new theory in criminal behavior. This viewpoint saw the criminal as a disadvantaged individual, rather than a pathological one.

NEED FOR CORRECTIONS EDUCATION

Approximately 2.1 million persons are under supervision of corrections agencies. Roughly half are in institutions and half on parole or probation. About half are juveniles. Among the incarcerated, 45% are nonwhite. At the time of their arrest, 75% had incomes of less than $2000. Although inmates are overwhelmingly young adults, their educational attainment is deplorable. Almost 90% of adult inmates lack a high school diploma. More than 1/3 of the juveniles are functionally illiterate. From 40% to 65% of inmates have no marketable job skills. One-third of federal inmates cannot perform at the sixth grade level. Another third function above the sixth but below the 12th grade level.

It is important to note, given the very low level of educational attainment among inmates that their ability level is not below that of the general population. Indeed, 87% of federal prisoners IQ is average or above. The conclusion is unavoidable: whether the fault of the indiviudal or of society, the corrections population stands as a monumental educational failure. It is also important to note that, compared to other educationally disadvantaged groups, the social cost of the corrections population is greatly disproportionate to its size.

PURPOSES OF CORRECTIONS EDUCATION

Philosophies of corrections and of the role of education in corrections have changed and are changing even now. In young America, criminals were seen as sinners, morally depraved persons in need or moral regeneration. Criminals were sent for reform, to do penance in "penetentiaries". As Bible study was central to moral reform, education was central to corrections from the earliest days. The criminal as sinner has largely given way to the criminal as a behavioral pathology in need of rehabilitation and to the criminal as victim of disadvantaged circumstances in need of better social opportunities. The role of education in corrections today reflects all these policies and others. The following purposes for education in today's correctional enterprise are identified:

Educational

- Basic skills training
- Higher education
- Vocational training

Correctional

- Citizenship training
- Changing personality
- Providing moral uplift through hard work and discipline
- Improving access to legitimate social rewards

CORRECTIONS EDUCATION EFFECTIVENESS

Corrections education effectiveness is measured by the extent of achieving program objectives. Academic achievement is a function of quality of programs, student preparation and application, and educational environment. A literature review indicated the following selected items on achievement of academic objectives:

- California Youth Authority Union College Study:
  Of 127 students admitted to the program, 93 or 73% remained in the program until paroled and accumulated an average of 39 units of college credit, 15 units more than a normal junior college workload. A total of 56 students or 60% of those paroled continued college during the firstsix months on release.

- Project Newgate:
  Approximately 90% of Newgate participants in Oregon, when compared to non-participants, planned to attend college after release. Actual college attendance of participants was 78%.

- Philadelphia County Prisons Community College Program:
  Community College instructors found inmates more dedicated to academic achievement than their regular students. The Community College prison program succeeded in introducing over a hundred inmates per year to higher education.

Achievement of rehabilitation objectives through corrections education is clouded somewhat by the lack of in-depth studies and methodological problems. The tendency of recent years to declare that no rehabilitation programs work, nonetheless, is totally inaccurate with respect to corrections education. The literature review revealed the following:

- Washington State Vocational Rehabilitation Study:
  Of 288 felons participating in vocational training programs, 56% were not rearrested for new crimes as compared to 47% for non-participants.

- California Youth Authority Junior College Study:
  Personality change tests administered to participants indicated improvement on self-acceptance, self-esteem and personal competence scales. Parole violations of participants was 9% as compared to a state-wide rate of 28%.

- Project Newgate:
  Newgate participants were found more likely to have improved job stability, be employed or attending school, and continuing their educational careers. They were found less likely to have incurred drug or drinking problems.

FEDERAL CORRECTIONS EDUCATION PROGRAMS

Federally funded corrections education programs are the result of scattered efforts at the local, state and national levels to address the problems of vocational, general and higher education for offenders. The key pieces of legislation under which these efforts are implemented are:

- Elementary and Secondary Education Act of 1965
  Under Title I of ESEA, grants are provided to local educational agencies and to state administered institutions serving educationally deprived children. Title I accounts for approximately one-third of all federal funds expended for corrections education.

- Rehabilitation Act of 1973
  State rehabilitation agencies developed programs to provide vocational adjustment services to physically and mentally handicapped delinquents and inmates under state block grants.

- Comprehensive Employment and Training Act of 1973

  The Department of Labor provides job training and employment opportunities to economically disadvantaged, unemployed and under-employed persons under Title I of CETA. Title II provides transitional public service employment and Title III benefits special manpower groups.

- Higher Education Act of 1965

  Basic Education Opportunity Grants (BEOG) constitute a substantial program to benefit ex-offenders in obtaining an undergraduate education. The Teacher Corps (Title V) has operated programs in correctional institutions.

- Adult Education Act - ESEA Amendments of 1966

  Formula grants to states have resulted in the provision of adult education programs through the secondary level to inmates in correctional institutions.

- Omnibus Crime Control and Safe Streets Act of 1968

  Block grants are awarded to state planning agencies and selected correctional education projects are funded. LEAA discretionary grants are awarded to corrections education projects.

For Fiscal Year 1975, an estimated $94 million of federal funds were expended for corrections education and closely related programs. Approximately $12 million of this amount was used for federal prisoners. Of the remaining $82 million, $9 million or 11% was derived from the Law Enforcement Assistance Administration program. HEW accounted for $72 million or 88% of the total and the Department of Labor provided $1 million or 1%. (These figures are based on all identifiable Federal expenditures allocated to corrections education programming efforts. We were unable, with many agencies to get complete or accurate funding data, e.g., DOL, CETA expenditures, and consequently were forced to go with estimates the agency could provide us.)

COORDINATION OF FEDERAL PROGRAMMING

The Federal Inter-Agency Council on Corrections meets seven times annually to develop recommendations and implementation strategies for national policy and priorities in corrections, and provide coordination of program efforts between Federal agencies, private industry, labor and state and local jurisdictions. The Council is advisory and coordinative with activities oriented to facilitating communication and cooperation.

In 1971, an extraordinary cooperative venture into corrections education was undertaken by LEAA, HEW and the Department of Labor. The Comprehensive Offenders Program Effort (COPE) was to be jointly funded and administered by the three agencies. In 1972, HEW withdrew from the effort. LEAA and DOL remained committed to the program and jointly sponsored 12 three-year grants to states.

During the early 1970's, several Congressional bills were drafted which addressed corrections education and agency coordination needs. The bills proposed federal funding to create a clearinghouse or interagency group or council to establish and coordinate training, education and employment programs for offenders. None of this legislation was passed.

De facto coordination of Federal corrections education program efforts takes place through a network of agency officials in the Bureau of Prisons, LEAA, DOL and HEW. Information and ideas are shared, but no formal mechanism exists for translating concepts into action programs other than that which is possible under existing agency activities. A concerted Federal effort to aid corrections education at the state and local level is not facilitated by the existing situation and agency relationships.

PROGRAM ISSUES

Corrections education, because of its dichotomous nature, will continue to be characterized as a program area filled with difficult issues. The development of corrections education as a program superimposed upon a complex correctional structure will severely test the will of participating local, state and Federal agencies. With Federal program funds being available through both criminal justice and education sources, improved interaction between corrections systems and education systems is imperative.

Corrections education priorities and program emphasis should be addressed in the following areas:

- Types of Corrections Education: Available corrections education resources can be allocated to basic education to the detriment of innovative educational programming and higher education courses. Effectiveness and relevance of various curricula should be addressed.

- Implementation: Education programming has been provided by educators working out of educational institutions as well as educators as correctional staff. The optimum staffing and organizational structure should be determined for each correctional setting.

- Juvenile and Adult Offenders: The legal requirement for mandatory attendance may satisfy a substantial part of the need for education programming for juveniles. Although quality of education may be increased for juveniles, the greater current need may be for adult and youthful offender education.

- Community Orientation: Corrections, in recent years, has turned to the community for program resources and other assistance for offender rehabilitation. The halfway house movement characterizes the gradual move away from massive institutions. Study release for inmates and utilization of community educational institutions are also important aspects. Correction education programming may give further impetus to community corrections.

- Offenders as a Disadvantaged Population: There is a recent tendency in juvenile justice to not label clients as juvenile delinquents and to divert as many as possible from the formal criminal justice system. Nonetheless, incarcerated and convicted persons may constitute a disadvantaged population requiring special education programming emphasis.

- o Education: Studies have indicated success of corrections education projects in achieving educational objectives. The degree of success and the relevance of various types of educational programming in achieving rehabilitation objectives is less understood.

FINDINGS AND RECOMMENDATIONS

Corrections education is a program area that crosses all levels of government, involves corrections and educational personnel and deals with several distinct student populations. Federal policy in corrections education has had several false starts and supporting legislation has yet to be passed. A Federal role should be defined according to both national educational objectives and national criminal justice objectives.

Corrections Education Responsibilities

Corrections education, like education per se, is the implementation responsibility of local and state jurisdictions. These jurisdictions have little knowledge of the range of Federal programs available in corrections education. Wide variation exists, state-by-state, in the amount of resources used, emphasis on corrections education and implementation structures.

When Federal funds have been utilized, results and accountability have been difficult to determine. Basic information such as number of offenders participating in programs have not been maintained or reported.

MetaMetrics recommends that national policy encourage corrections education programming at the state and local levels. The LEAA criminal justice state planning process can encourage the recognition and need and planning, funding and implementation of corrections education projects. Similarly, HEW can stipulate a corrections education component in plans submitted by State Education Agencies for ESEA funds. Identifying specific state and local involvement in corrections education could aid in the collection of program data and in identifying accountability.

Role of Department of Health, Education & Welfare

The trend towards recognizing the community's responsibility for rehabilitation is shifting the focus from the reform school to regular school systems. Dealing with juvenile and youthful offenders in their own school and community settings is a means of minimizing contact with the formal criminal justice system and permits utilization of existing community resources for education. This shift, to the extent it is acknowledged as a national concern, makes feasible a more positive involvement of the Department of Health, Education and Welfare in corrections education.

In addition, some agency should take the lead for providing necessary program funding and stimulation of corrections education to better equalize educational opportunities between the states. While LEAA can encourage states to shift corrections funding from other categories to corrections education, HEW is in a position to assist Congress in drafting enabling legislation that directly adresses corrections education.

HEW can serve as an education oriented voice for clients and for education professionals. A community versus institutional viewpoint would also be stimulated by HEW's involvement in corrections education. HEW is more involved in corrections education programs than any other Federal department and there is no reason to believe this effort will disappear or diminish significantly. MetaMetrics recommends that the Office of the Secretary, HEW, take positive steps to clafify the departmental position on corrections education. These steps include outlining objectives in corrections education, obtaining improved data on corrections clientele served by HEW programs, coordination of HEW program efforts and coordination with other agencies.

MetaMetrics recommends the establishment of a Representative of Corrections Education within the Office of the Secretary with the function of representing the interests of the corrections clientele similar to the representation provided other minority and disadvantaged groups. This special office should be provided with the responsibilities, resources, and powers required to collect, store and distribute information on corrections education programs and to accomplish the coordinated development of program rationale, planning implementation and evaluation.

To ensure that HEW agencies would cooperate in the corrections education efforts, MetaMetrics recommends that the Representative of Corrections Education form and direct a task force or committee charged with providing a coherent HEW policy direction. The task force, comprised of HEW agency officials involved in corrections education, could collect information, serve initially as a clearinghosue, provide an environment conducive to discussion of corrections education problems, solicit interest group input, and shape policy and coordinate activities of the various HEW agencies. To increase the effectiveness of a task force, the following conditions should be assured:

- The Representative of Corrections Education should have sufficient resources to accompiish Task Force objectives.
- Task Force members should be selected from the highest levels to facilitate policy development and program planning and implementation.
- The Office of the Secretary should provide the Task Force with a clear cut mandate and set of objectives.

Interagency Cooperation

The Department of Labor can be expected to continue its development of corrections related training and employment opportunities for disadvantaged persons including offenders. The Law Enforcement Assistance Administration through discretionary and block grants will continue to impact on corrections education. The Department of Health, Education & Welfare, through a strengthened corrections education orientation, will be prepared to coordinate more effectively with other Federal corrections education efforts.

Related Program Recommendations

The following recommendations derived from the study process may not be tasks or functions to be undertaken by HEW. They do represent identifiable areas of need in corrections education.

- State-of-the-art or corrections education technology and learning theory
- Survey of existing program models and organizational arrangements, e.g., system-wide school districts and their approaches
- Corrections education standards
- National clearinghouse or reference service
- Technical assistance program
- Exploration of new funding methods
- Innovative educational approaches to corrections education

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SECTION I

INTRODUCTION

The juvenile and adult population under the direct supervision of the American corrections system, constitutes one of the most educationally deprived groups in the United States today. The gradual rise in Department of Health, Education and Welfare (HEW) funding of corrections education which became substantial in recent years was by and large not recognized by high level HEW administrators. While HEW was providing more than 60% of the nearly $120,000,000 spent by the Federal Government on corrections education in FY 75, inquiries about HEW's corrections education activities were referred by HEW's Office of Public Affairs to the Law Enforcement Assistance Administration (LEAA) on the grounds that LEAA, not HEW was responsible for corrections education. It was in response to this lack of coordination of corrections education efforts within HEW that the Office of the Secretary initiated this study. An integral part of the study thus involved identifying the existing Federal agencies, programs and policies in corrections education, as well as raising policy issues concerning the HEW role in this field.

Basically, this study sought to answer three interrelated questions concerning HEW policy in the area of corrections education. They were:

- What is HEW's role within the Federal corrections education program?
- How should HEW's corrections education efforts be organized?
- What can HEW accomplish with its corrections education effort?

The operating policy premise of HEW's education programs is the support of equality by providing educational aid above and beyond that normally provided by the system to various disadvantaged populations. As this report will document, the corrections population is extremely disadvantaged educationally and vocationally. Unless one holds

the tenet that having been judged a criminal deprives a person of the Federally accepted responsibility for assuring his educational birth right, there is no basis for HEW not playing a major role in corrections education.

In summary, HEW should play a major and leading role in corrections education, if:

- o It is a policy of the Federal Government to aid educationally disadvantaged groups.

- o Being adjudicated a criminal does not disqualify an individual from aid he would otherwise be entitled to.

- o The primary Federal interest is in education for rehabilitation and educators are perceived as providing a better educational program than correctional personnel.

Section I of this report, Introduction, presents the overall purpose of the study and the organization of the report.

Section II of this report consists of an extensive overview of corrections education. The purpose of this section is to put into perspective the role and need for a corrections education policy in the criminal justice system. It includes subsections on definitions, purposes of corrections education, historical background, descriptions of the clients of corrections education programs, the range and types of such programs, and a brief summary of the literature on the effectiveness of corrections education programming.

Section III of the report looks at past and current Federal agency coordination efforts, as well as past and current legislative acts that are either directly or indirectly involved in funding corrections education projects. Lastly, this section includes a summary of two General Accounting Office reports that are pertinent to Federal agency involvement in corrections education.

Section IV of the report examines current Federal corrections education programming efforts. It identifies corrections education programs by individual agency. Wherever possible, dollar allocations associated with programs are included.

The last section, Section V, details MetaMetrics' findings and recommendations concerning HEW's policy and role in the overall effort to respond to the severe educational needs of those involved in the American correctional system.

SECTION II

AN OVERVIEW OF CORRECTIONS EDUCATION

> "The role, quality, and relevance of educational programs in major institutions have not kept pace with the social, economic, political, and technological changes and expectations of society . . .
>
> Each institution for juveniles or adults should reexamine immediately its educational and vocational training programs to insure that they meet standards that will individualize education and training. These programs should be geared directly to the re-integration of the offender into the community. . . "
>
> National Advisory Commission on Criminal Justice Standards and Goals (1973)

The stress on "corrections" or "education" in the term corrections education largely determines the attitudinal approach taken towards corrections education programs. Those advocating an educational approach perceive the right of individuals to an education, regardless of their status within the criminal justice system and with program responsibility the domain of educators. The corrections emphasis views corrections education functioning in the rehabilitative role, with the major responsibility for program development resting with criminal justice agencies.

Implicit in the premise that corrections education is education -- the same inside the institution as outside is the belief that incarcerated persons have the right to as much education as they wish. Recently, a Bureau of Prisons official stated that the time has come to recognize that educational programs belong in the institutions, not because they may provide a rehabilitative service, but simply because it is within the right of every citizen, incarcerated or not to attain the highest level of education he or she chooses.

Education as a right is not so much an issue for juveniles as it is for the adult offenders population. Although there may be discussion as to the role of corrections education at the adult level, there is almost universal agreement that corrections education definitely belongs within the juvenile justice system, if for no other reason than most of these young

offenders are under compulsory education laws. Another dimension of corrections education as a right has recently been examined by the Education Commission of the States (ECS). ECS established a task force to review and examine the legal aspects of corrections education, with the primary focus on corrections education as a right as compared to a privilege. The ECS line of inquiry could potentially have a significant impact on corrections educational thinking. If corrections education is defined as a right, it follows that the critical issue will be the establishment of standards for some acceptable level of education.

The second point of view stresses the rehabilitative role of corrections education, maintaining that it serves as an integral part of the rehabilitative process. Corrections education has basically been regarded by many HEW officials as a rehabilitative activity. With the exception of juveniles, the major reponsibilities for corrections education, in this view, lie with the correctional and law enforcement agencies.

A current development in penology thinking which has the potential to affect not only the future of corrections education program development, but the entire gamut of correctional and rehabilitative efforts, is the notion that there are no effective penal programs. Recent work done by both Martenson and Fogel indicate that we could be in the midst of a revolution regarding correctional thinking and if a purely punitive model of criminal justice survives, then any discussion on the role of corrections education and other rehabilitative tools will be mere speculative endeavors.

These philosophical approaches to corrections education have real world implications for implementing corrections education programs and developing policy. The basic question is, should there be corrections education? If so, should it be viewed as simply another component in the rehabilitative process or should it be based more on a conventional educational model? If a need is determined, then the central issue becomes one of designating which agency or agencies will have jurisdiction and defined responsibilities for developing and implementing corrections education programs.

In this section, we present an overview of corrections education, its definition, its purposes and its clients. We also present a brief historical review of corrections education development in the American criminal justice system, various types of corrections education programs, and a review of some of the studies that have examined the effectiveness of corrections education programs.

2.1 DEFINITIONS

The term corrections education encompasses a variety of components, both educational and correctional in nature. This has resulted in numerous definitions of the corrections education process. For the purpose of this study, we have taken the common denominator for corrections education to be the identified client who has had contact with the criminal justice system. This would include persons who are detained and awaiting trial, those who are convicted and serving sentences, those who are convicted but who have been placed on probation in the community, and those who were sentenced and served time but have been placed on parole for the remainder of their sentences. This inclusive grouping of detained or convicted persons can be further divided into various categories: juveniles or adults; by males or females; by local, state, or national jurisdiction; by educational characteristics of the students; by program objectives; and by type of education and correctional setting.

The identification of clients, by adult or juvenile, assists in defining the locations of educational programs. Those who are detained can be educated only within the jails and detention centers. Persons who are convicted and serving time are already within institutions, but can also be given study release to attend educational programs outside of their respective institutions. Lastly, persons on probation or parole attend programs within the community at large, or in special community-based programs administered by correctional or other public agencies (i.e., drug treatment centers, halfway houses, etc.).

Another consideration in defining corrections education is the level of education required. To a large degree, corrections education is consistent with the primary goals of education at large; that is "to make each individual a fully functioning person capable of realizing a personally and socially productive life".[1] Because of the diversity of educational backgrounds and intellectual development of the adjudicated adult and juvenile offenders, corrections education consists of the entire spectrum of educational programming traditionally found in society. Typically, these program levels are identified by the function they perform. Currently, for adults, educational programming extends from adult basic education of grade 1 through 12 which includes remedial GED and high school diploma programs, to college and graduate level courses and degrees. Post secondary education programs can be divided into academic, individualized and non-traditional programs. Corrections education also includes vocational education which encompasses job training, apprenticeship and eventual job placement. Social education with its emphasis on personal enrichment and understanding has increasingly become a component of corrections education programming efforts.

Lastly, corrections education or more appropriately correctional education can also refer to providing education services to correctional personnel, in addition to serving criminal offenders. The related issues of staff education and training can be considered as a component of corrections education. The corrections establishment staff includes probation officers, parole officers as well as correctional officers and correctional administrators usually associated with institutional facilities.

For the purpose of this study, MetaMetrics focused on the offender in the institution and, to a lesser degree, in the community. In the conduct of this study we have maintained the traditional division of juvenile and adult offenders, as these are both populations which are identifiable and separable in terms of legal definition, location, age and, to some extent, educational needs. We focused on

corrections education programming as provided or funded by Federal agencies. It was not within the scope of the project to examine state and local governmental activities in this area, although they collectively account for nearly 80% of corrections education funding. And, lastly we did not include educational services provided to corrections staff as a component.

2.2 A HISTORICAL REVIEW

> "Two of the oldest and most fundamental of man's social systems are those of education and those that deal with law breakers. The ultimate goals of both systems is to facilitate the growth and development of the individual in society. Few would suggest that the education system has failed to pursue its goals. A similar assessment, however, cannot be made of correction. . .
>
> Although education has traditionally been a major component of the correctional programs in the United States, the two systems, - education and corrections - have remained somewhat separate and distinct. Only recently have their resources combined to meet common goals. Within the last decade a significant partnership has developed between correctional reintegrative programs and higher education."
>
> Marsh, 1973[2]

2.2.1 Early Corrections Education

The establishment of prisons as the major form of punishment occurred in the United States in the early part of the 18th century. Early attempts at the development of a rehabilitative institution were by and large influenced by the religion of the day. In fact, the first prison education program in this country was established in Philadelphia, as a result of the social reform concerns of the Quakers (Society of Friends). The Quakers believed that the rehabilitative process for the criminals should occur through penitence, and

as initially conceived, the penitence would entail Bible study and solitary reflection. However, "in practice. . . this system broke down. Solitary confinement was too expensive and many prisoners could not read. Strict solitary confinement was abandoned and basic education was offered to prepare convicts to read religious materials."[3]

Up to 1870, prison education programs were restricted to the States of Pennsylvania, New York, Massachusetts and Maryland. These early education programs (1789-1870) had a strong emphasis on basic reading, writing and vocational skills. Because the criminal offender was considered to be morally depraved and in need of moral regeneration, it evolved that the purpose of prison education was "to alleviate the inmates ignorance of God and thus remove the basic cause of his misbehavior."[4] Although introduced very early, this concept of prison education still endures in the minds of many prison and education project administrators and is, in fact, the basis of some of the conflict which many college programs located in correctional institutional settings still experience.[5]

It is with the founding of the American Prison Association in 1870, later to become the American Correctional Association, that educational and vocational training programs were identified as penal reform goals.

Although the desire to affect the reformation of the criminal was by and large the sole educational impulse until the end of the 19th century, Brockway, the first Superintendent of the Elmira Reformatory introduced the concept of corrections education as a means of rehabilitating the inmate through mental self-discipline.[6] Zebbelin Brockway, who was to have a significant influence on the penology of his era, felt that the remolding of the criminal could best be accomplished through the "almost magical regenerative powers education presumably possessed."[7]

> "Education was not introduced to relieve the monotony of imprisonment, but to discipline the mind and fit it to receive. . . the thoughts and principles that constitute their possessors as good citizens. Attendance upon the school is made obligatory, and the intellectual tasks are required, as are the industrial. . . All prisoners who attend school are supplied with a light in their cell for study, and all draw books from the library. Every Saturday, at five o'clock, all the prisoners in the institution (now numbering 440) assemble in the chapel to listen to a lecture. This is the crowning feature of our educational effort."[8]

Unfortunately, Brockway's program at Elmira Reformatory was not representative of corrections education as practiced in penal institutions throughout the nation during this period.

2.2.2 Developing Corrections Education Programming

The year 1929 is usually considered the beginning of a modern and comprehensive trend in corrections education.[9] The date is significant in that it marks the first time that a survey was conducted of corrections education as practiced in American penal institutions. Conducted in 1927 and 1928 by Austin McCormick, and published in 1929, the Education of Adult Prisoners study revealed that there was not one complete and well-rounded educational program to be found in American penal facilities.

Although McCormick's survey and study have been credited with stimulating modern programs in corrections education, there were other forces at work during this same period. With the rapid urbanization and industrialization that occurred during the late 19th and early 20th centuries, there developed a need to educate people to meet both the economic and social demands of the era.[10] Marsh, in his survey of higher education in American prisons, went on to examine some of the other factors that stimulated corrections education during this period. They were:

1. A high school education was quickly becoming the rule rather than the exception;

2. Purely manual, unskilled positions had started to disappear;

3. The migration from the rural area to cities had already commenced;

4. A movement for adult education was developing;

5. President Roosevelt's New Deal's economic and welfare programs were being initiated.

Although the pressure of mass education grew during this period, it is significant that this new education was not an extension of earlier high school training. Previously, high school education was oriented to the more classical training designed for college preparation, a prerogative of the upper classes. High school education developed a dual function; it continued to provide courses for college preparation, but it was principally designed to prepare high school graduates to immediately assume a productive work role in the increasingly complex society.

> "What is especially important in this shift in the general society's education tradition is not a change of emphasis from classical to practical education, for education in prison had always been conceived in a more practical sense, but the emergence of the concept of a right of a high school education for the masses. The new consciousness becomes a force which mixes with the formative impulse and advances prison education until high school (and eventually college in some locations), is seen as not only a promising reformative tool (though there had never been any evidence that it worked) but a right to be respected."[11]

With the completion of McCormick's survey in 1929 and in response to growing societal pressures to reform, corrections education in prison rapidly expanded. By the summer of 1930, the Federal prison system provided a trained supervisor of education for each Federal institution, provided new classrooms, re-organized libraries in the Federal institutions, spent a considerable sum of money on library books and text books -- over 700 volumes of new readable non-fiction was purchased for each penitentiary and reformatory -- and had instituted a system of self-study correspondence courses to supplement classroom instructions.[12] Some of the most significant progress that was made during the thirties was the result of an emerging working relationship between corrections facilities and state educational systems.[13]

The 1930's also saw increased governmental activity, both on the State and Federal levels in the area of prison education.[14] In fact, the situation had changed such that by 1948, Austin McCormick indicated that corrections education programming for inmates had "radically improved since his 20's survey."[15] By 1948, many of the federal and state institutions had high school programs in several prisons -- and in some, college courses were being offered.

In the early 1940's and particularly after World War II, corrections education was increasingly seen as a principal rehabilitative tool. 'Reformation' of the offender became 'rehabilitation' and the concept of the criminal nature changed dramatically. It was during this era that the social sciences, in particular psychology, had a profound impact on correctional thinking. The criminal was no longer viewed as a free willed, although deficient being, but as a determined one - "propelled by a neuroses, psychoses, psychopathologies, sub-cultural commitment, or other problems which occurred in his childhood or teenage years."[16]

> "Two aspects of the new rehabilitation era are important in understanding the growth of prison education. 1) The criminal is a person who is 'pathological', that is, possesses problems or diseases (usually emotional) which must be 'cured'. 2) There is no pathology which causes crime, but many. Each criminal 'type' therefore, must be subjected to a specialized rehabilitative ideology. This resulted in considerable experimentation with different 'programs'. Educational programs, including college, were among these."[17]

Thus, the first college program of live education in a prison, developed by Delyte W. Morris, President of Southern Illinois University in 1957 had as its premise, education as a rehabilitative device.

2.2.3 Recent Program Developments

Although the education of inmates during the past two decades has increasingly become the focus of attention in the fields of correction, the major emphasis and utilization of resources has actually been conducted in the area of vocational training.[18] In fact, it was not until the late 1960's that any significant break-through into new types of prison education programs were achieved. This came about with the development of the federally funded "Newgate" college prisoner education programs, the first being established in 1967 in Oregon. At that time, there were 18 other college programs offering live instruction in prison facilities throughout the country. In addition, there were also 27 prison systems which offered courses by correspondence and three by closed circuit T.V.[19] The Newgate programs were significant in that they not only provided full-time college level programs within the prison walls, but also provided for study-release programs that allowed participants to attend classes on campus while living either in a community-based facility, or in the institutions.

The commencement of the Newgate prison education program in the late 1960's reflects the latest theory of criminal behavior. This new viewpoint saw the criminal as a disadvantaged individual, rather than a pathological one.[20] He is disadvantaged because of a lifetime of denial of access to those societal structures in which persons are prepared for social positions in which the significant rewards of society are distributed. And, in some cases, such as the cases of black and other minorities including ex-convicts, even after being prepared he is still denied access to rewarding social positions.[21]

Although Newgate represented a new approach to handling criminals, one which involved treating them as disadvantaged rather than as pathological, this shift in attitude has not been widespread among correctional administrators.

2.3 CORRECTIONS EDUCATION PURPOSES

Corrections education programs operate with a variety of goals and philosophies. Very often these are not made explicit and a particular program will proceed with several, often contradictory purposes. For instance, in examining the history of education in prisons and studying several prison college education programs, Seashore and others separated the following five different purposes of education in prison:[22, 23]

- Uplifting Morals Through Hard Work and Discipline. The original Puritan conception of public education in America was the rationale for introducing education into the prison during the period of the "penitentiary" when criminals were considered to be morally depraved and in need of moral regeneration. The education introduced was very fundamental with a heavy emphasis on basic reading, writing, and vocational skills. Its purpose was the remolding of the criminal through the regenerative powers education presumably possessed.

- Training in Skills. Basic skills are seen as consisting of reading, writing and arithmetic; vocational skills; and work habit skills which will equip an individual to successfully accomplish the tasks, particularly vocational tasks, required of a citizen. This purpose of education in the

general society and in prison arose along with the industrial revolution and the need to train people for the more complex roles in the urban, bureaucratized, industrialized society.

- Developing Intellectuality and Human Understanding. The "liberal education" theory is that individuals, particularly in their capacity as citizens of a democratic state, are better equipped to deal with the complexities of human life and the society if they are educated and thereby possess increased understandings and intellectual capabilities. This is a philosophy which is very consistent with democratic political philosophy and in the United States resulted in the support of universal, public education. It followed that the idea of education as a right for the citizen was extended to prisoners after the 1940's.

- Changing Personality or Behavior Modes. After 1950, the rehabilitative philosophy which suggests that criminal behavior is a product of special types of personalities or personality problems and that the primary task of "corrections" was to change personalities or behavior modes reached full implementation in many states. Education programs were introduced or reshaped to further this purpose.

- Increasing Opportunity Structures. Since the 1960's and the civil rights movement, the concept that certain classes of people are in a position of disadvantage relative to the opportunity structure, particularly vocational structures, emerged and shaped a variety of institutional responses. Education programs and education programs in prison are among these responses. The philosophy here is that education programs may overcome the deficiencies in preparations of structurally disadvantaged people and open up access to the reward distributing systems of the society.

These different philosophies manifest themselves in many of the same prison education programs in the United States. Obviously, some of them are contradictory. For instance, education as a rehabilitative device and education as means to overcome structural disadvantage suggest a different conception of the individual and of the nature of his or her problems, and a different mode of solving these problems. This can and often does lead to conflict in planning and implementing education programs.

2.4 CORRECTIONS EDUCATION CLIENTS

This subsection examines the clients of corrections education programming efforts, the corrections population size, ethnicity, age, overall educational and vocational attainment levels, and other pertinent demographic considerations, that when taken together, demonstrate the continued need for such types of programs.

The daily adult prison population in the United States is estimated to be approximately 400,000.[24] Of this number, approximately 150,000 are detained in local or county jails awaiting trial or are serving sentences of such a short duration that they cannot be considered for traditional corrections education programs. The quarter of a million people in prison represents the highest figure in our nation's history. This total dramatically underlines a reversal of a trend that had prevailed since 1962, a trend of sending fewer people to prisons. LEAA statistics indicate that from December 31, 1966 to December 31, 1972, the number of inmates stayed below 200,000 individuals, with a low point of 195,000 recorded on December 31, 1967. Surprisingly, this decline of the inmate population occurred in spite of a steadily rising national population with a correspondingly higher crime rate. According to Corrections Magazine, which conducted the survey in 1976, the total number of inmates reported was 249,538 which was an increase of 11% from the year before. It also represented the largest one-year increase on record. Of the quarter million people incarcerated in prison, approximately 24,000 were in Federal institutions, with the remaining 225,000 in state prisons.[25] The majority of inmates stay in custody less than two years, and it is generally estimated that 95% eventually return to society.[26]

The total adult population figure eligible for corrections educational programs becomes even more inflated with the inclusion of those on parole and probation. Those statistics indicate that this group includes over 800,000 individuals, with approximately 670,000 on probation and 150,000 on parole.[27]

The size of the juvenile population is approximately as large as the adult offender population. There are approximately 36,000 juveniles in other than short-term facilities - 3 months or longer; 514,000 juveniles in short-term facilities including jails; 370,000 juveniles on probation; and over 100,000 juveniles on parole after care.[28]

Although statistics on the demographic characteristics of the offender population varies with different reports and their special emphasis, such as, vocational education, Federal inmates, partial prison survey and other considerations, the following represents the most often cited statistics concerning inmate characteristics:

Socio-Economic Level: The inmate population is one that is largely young and male, under educated, unemployed and unemployable and disproportionately represented by lower social and economic levels and minority groups.[29]

Basic Demographics: According to ECS' January report on Corrections Education, approximately 96% of the prison population (their base was 204,000) were men.[30] The American prison population is 54.6% white, 39.1% black and 6.4% other minorities.[31] Approximately 95% of these offenders are between the age of 15 and 30 and nearly a third of them are juveniles.[32]

Education Level: The average educational level of all inmates is 8.5 grades while for Federal offenders, it is 9.7 grades;[33] however, the inmate typically functions two to three grades below the actual number of school years completed.[34] Up to 90% of the adult inmates do not have a high school diploma when first incarcerated. In a majority of the adult institutions, more than 50% of the population had less than an eighth grade education.[35] However, recent statistics of Federal inmates which constitute less than 10% of the prison population (250,000) indicate that 40% of the inmates had completed a high school education and only a suprising 5% had not completed an eighth grade education. Furthermore, only 13% of Federal prisoners tested at lower than average intelligence score and 37% of them were rated as above average in scoring and testing ability.[36]

Literacy: It has recently been estimated that 34% of the juveniles in correction facilities are functionally illiterate, while nearly 20% of the adult population were found to be functionally illiterate.[37]

Vocational Skill Levels and Incomes: Estimates vary between 40-65% of the inmates having no marketable skills. In a survey conducted by LEAA in 1974 and reported by Roberts, statistics on vocational training revealed that only 110,000 of 233,000 inmates in the nation's prisons and jails received some vocational training, the remaining two-thirds had received none. This in part explains that of the total 327,293 inmates survey, over 45% or 147,028 reported having no income at all at the time of their arrest, 35% or 113,317 had yearly incomes of between 1 and 2,000 dollars; 11% or 36,886 had incomes between 2,000 and 4,000 dollars; 5% or 16,731 had incomes between 4,000 and 6,000 dollars; only 2% or 6,369 had between 6,000 and 8,000 dollars and only 2% or 6,962 had above $8,000, the level considered for minimum existence for a family of four in the United States.[38]

Facilities: In the most recent national survey of corrections facilities conducted by LEAA, it was indicated that there were over 5,300 facilities in the United States in 1971. Of these facilities, 4,500 were for adults and 810 were for juveniles, and 2,444 were probation and parole agencies. However, of this number, there are about 200 major juvenile and 315 major adult correctional institutions in the United States.[39]

Corrections Costs: The cost of corrections, as one component of the overall criminal justice system, has been estimated to be in excess of $2.5 billion per year,[40] and with the commitment rate increasing at a rate of more than 20% a year,[41] the cost can only increase. The costs associated with incarcerating an inmate are staggering. It costs between $6,000 and $12,000 to incarcerate an adult offender for one year, and for youthful or juvenile offenders the cost is nearly twice as much.[42] Only 20% of the monies allocated for corrections goes to rehabilitative programs, which includes corrections education. The remaining 80% pays for custodial and administrative costs.[43]

Correctional Personnel in Corrections Education: It has been estimated that only 20% of the 152,000 correctional personnel were assigned to rehabilitate the 400,000 plus inmates.[44]

2.5 STATISTICAL AND PROGRAM SUMMARY

The required scope of corrections education programming can be estimated by the levels of educational attainment of offenders at incarceration. In a recent article on the educational levels of federal inmates, it was reported that over 40% had completed a high school education,and that 50% had an average intelligence score while 37% scored above average on the intelligence test.[45] In light of these educational levels of federal inmates and the fact that between 40%-50% of the federal offenders have no marketable skills, it was pointed out that:

> "These demographic characteristics of prisoners substantially affect the mission of corrections and correctional education. We must continue to provide adult basic literacy and of course, high school equivalency (GED) courses. However, a program which does not include post secondary courses and relevant occupational training has nothing in it for close to 50% of incarcerated offenders."[46]

The most current statistics on inmates' educational levels, state as well as Federal, prior to incarceration are presented in a study conducted by Frank Dell'Apa in 1973. The study was sponsored by the Western Interstate Commission for Higher Education (which was funded in part by the Office of Education grant - OEG -0-70-1999 (725) , and was an attempt to obtain an accurate picture of current educational programming efforts in adult correctional facilities. A survey form was sent to 249 state and federal correctional facilities. A total of 150 institutions responded which collectively had a total population of nearly 110,000 inmates. Tables 2-1 to 2-7 are derived from the WICHE Study.

TABLE 2-1

Education Level of Inmates Upon Admission

No Formal Education	Federal Institution	Nonfederal Institution	Total %
Grades 1-9	2.4	2.2	2.2
Grades 10-12	43.0	55.7	54.4
High School Graduate	25.6	12.4	13.5
College 1-4	6.8	2.3	2.8
College Degree	2.9	.3	.5
Post Graduate Work and/or Degree	.7	.1	.2

Based on the survey of findings that over 75% of the total inmate population were not high school graduates, Dell'Apa concluded that the primary thrust of academic programming should be centered on very basic education. This finding is somewhat contradictory to the one previously stated by McCollum, and is indicative of the state-of-the-art in demographic analysis of institutionalized individuals. Depending on what study or report consulted, there often exists considerable variance in the data findings reported, although the same population is under review. Because this type of information has tremendous impact on any educational program design, it is important that the educational attainment levels of inmates be accurately determined.

Another important variable that impacts the design of any educational program is the age group of the inmate participants (See Table 2-2). If, as Dell'Apa and others have suggested, the main thrust of corrections education should be basic education

programming with an emphasis on primary skills usually associated wtih elementary schools, then the problem becomes one of how to develop and present this programming to adults in such a manner as to both hold their interest and motivation.

TABLE 2-2

Age Distribution (90) of Inmates upon Admission

	Federal Institution	Nonfederal Institution	Total %
17 & under	2.9	5.6	5.2
18-25	50.1	52.1	51.9
26-35	27.8	24.6	25.1
36-45	10.4	11.3	11.2
45 and older	8.6	6.4	6.7

In summary, Dell'Apa concluded:

> ". . . it is evident that whatever other special consideration exists in attempting to educate prison inmates, the population is basically one of chronologically mature individuals with extraordinarily little prior education."[47]

The number of inmates participating in all types of educational programs, which includes vocational as well as post secondary education programs is shown in Table 2-3 and Table 2-5.

TABLE 2-3

Percent of Inmates Involved in Educational Programs and Prison Industries.*

	Federal Institutions	Nonfederal Institutions	Total %
% of Inmates in all Ed. programs	41%	36%	36%
% in Prison Industries	25%	16%	17%
Number and % of inmates in institution included in the survey	14,500 (13.3%)	94,661 (86.7%)	109,161

Dell'Apa found that of the nearly 110,000 inmates (in 150 institutions that responded to the survey) slightly more than one-third participated in at least some educational programs. More than twice as many inmates were involved or enrolled in all educational programs than were involved with prison industry type programs. In his examination of 17 Federal institutions housing 14,500 inmates (which represents slightly more than 50% of all inmates in Federal institutions) he found that 41% of these inmates were engaged in educational activities of one kind or another with only one quarter of them involved in prison industries located in Federal institutions. Further examinations of Dell'Apa's survey findings indicate that the most common type of educational program was directly related to vocational training with approximately 17% of the inmates in the institutions polled involved in such training. (See Table 2-4). Approximately 11% of the student inmates participated in elementary or remedial academic programs and approximately 11% of the students were involved in GED or a high school level program equivalent. A small number, less than 6% were involved in college level or post-secondary education programs. In both the elementary and high school programs there are somewhat more part-time students than full-time students.[48]

TABLE 2-4

Average Percent of Inmates in each Institution Participating on a full or part-time Basis in Corrections Education

Type of Course	Full-time Participation	Part-time Participation	Total
Basic Education	4.2	6.7	10.8
GED/High School Programs	4.4	6.9	11.3
College Level Programs	1.8	4.1	5.9
Vocational Education	9.2	8.1	17.4

Although we do not have a statistical breakdown by percentage of the number of Federal inmates involved in corrections education courses, Table 2-5 does examine the number of courses completed by Federal inmates in these program areas. On any given day (1975), approximately 8,000 (or over 30% of the Federal inmate daily population) were involved in educational programs.[49]

Table 2-5

Type and Number of Corrections Education Courses Completed by Federal Inmates *

COURSE TYPE	FY 70	FY 73	FY 75
Adult Basic Education	1,100	1,631	2,672
Adult Secondary Education	1,970	2,182	4,288
Vocational Education	3,030	5,628	8,084
Social Education	1,366	2,908	5,303
Post Secondary Education	1,075	2,118	9,126
TOTAL	8,541	14,467	29,473

*Based on Bureau of Prison Statistics

The type of educational activities and training associated with the five primary educational programs offered to criminal offenders are described in the following pages.

2.5.1 Adult Basic Education

ABE programs consist of remedial activities designed to bring each inmate to a minimum of 6th grade level in reading, writing and computation. It is estimated that one-third of all those committed to Federal institutions fall within this category.[50] In 1975, 2,734 Federal inmates successfully completed an ABE program prior to their release. It has been estimated that 14% of Federal inmates and 24% of nonfederal inmates could benefit from this type of academic program, but are not participating.[51]

2.5.2 Adult Secondary Education Programs

ASE programs consist of academic activities designed to assist inmates in achieving or receiving General Education Development certificates (GED) or a high school diploma. The primary emphasis in ASE programs conducted in Federal institutions is on self-paced study of program materials in learning centers and with peer tutors. Again, in this category, approximately one-third of those committed to a Federal institution required or demonstrated a need in this area in 1975.[52] During 1975, 4,288 Federal inmates completed an ASE program by earning a GED certificate or a regular high school diploma. Dell'Apa estimated that 15% of Federal inmates and 21% of non Federal inmates that need the educational skills provided in ASE programs are not participating in such programs.[53]

2.5.3 Vocational/Occupational Education Programs

Occupational education programs are designed to improve the employability of offenders, particularly those without significant employment histories or marketable skills. This is achieved through a variety of activities that include both formal vocational training and apprenticeship programs, on the job training in institutional shops and a variety of prison industries as well as work release in the community at large. It should be noted that these programs generally provide only for entry level job preparation and are not and do not constitute advance training in any given vocational area. Furthermore, most of these programs are not recognized by either vocational or technical schools or by any apprenticeship training programs offered through trade unions.[54] In 1975, over 8,000 Federal inmates completed a variety of occupational educational type of programs that covered a diverse area including medical technology, welding, dental technology, retailing, business administration and many other occupational fields.

In December, 1975, the Department of Labor issued a report on vocational preparation in U. S. correctional institutions. Conducted by Levy, Abram and LaDow, the study is illuminating in its revelations concerning current status of vocational education programming efforts in our penal institutions.[55] Some of the findings include:

- Although wardens estimated that 70% of the inmates needed job skills to obtain steady employment upon their release, only 34% were likely to receive job training skills during their incarceration.

- Only 4% of inmates participate in work release programs - less than half of 1% participate in vocational education release programs.

- The majority of institutions did not offer sufficient vocational education programs to meet inmate needs. Large institutions offered approximately nine programs per institution with only 9% of the inmates participating. Medium size institutions offered four programs per institution, but 28% of the inmates participated. The small institutions also averaged only four programs, but had 38% of their inmate population enrolled. Overall, the study found that 21% of the inmates were enrolled in vocational education programs. Three out of four institutions conducted formal programming involving overall nearly 4,000 instructors providing training in over 140 different vocational areas.

- Only 61% of those enrolled in vocational education programs will complete the training course.

- Over 40% of the vocational education programs surveyed had not been reviewed or accredited by the appropriate outside agencies.

- Although community contact is important to keep training programs relevant to outside needs, fewer than 66% of the institutions had a local citizen's advisory committee for their vocational education programs. Regular tours of the training facilities by outside business or industrial personnel were reported by 33% of the facilities. Only 30% of the facilities allowed inmates to make regularly scheduled field trips to local businesses or industries. It was found that prison industries, maintenance and service activities had even less community exposure than the vocational training programs.

Levy et al. found that the potential for conducting vocational education and training programs within the institution is great; that the current investment in manpower and facilities was significant but that additional resources, and a "new commitment" are needed "to actualize this potential."[56]

2.5.4 Social Education

Social education programs are designed to develop human potentials. The focus of social education programs is on helping inmates understand themselves, providing insight, developing realistic self-concepts, gaining appropriate skills and inter-personal relationships and, coping with problems they must face later on as consumers, family members, employees and responsible citizens. Viewed by the Bureau of Prisons as a growing priority area, there were over 5,300 program completions in this area in 1975.

2.5.5 Post-Secondary Education Programs

Post-secondary academic education is provided for offenders who have completed high school programs and desire to continue their education. Although considerable space in this report is devoted to post secondary education program efforts - which reflects the emphasis such programs have in the corrections education literature - it should be emphasized that most of the funds allocated to corrections education projects go to basic skills oriented programs (e.g., HEW's Title I monies). Most secondary academic education programs are limited to classes offered during the first two years of college work. Furthermore, there are a limited variety of program courses offered in most post-secondary education programs. Most corrections institutions have inadequate library facilities and teacher resources to support any extensive post-secondary education programming. Institutions of higher education are utilized to provide such services on a contractual or on a volunteer basis. College level instructors generally are not full-time employees of a correctional institution.

Although there are no precise figures of the number of prisoners in the United States currently involved receving post-secondary education, estimates range from 1% to 6%. This corresponds between a low of 2,500 and a possible high of 12,500.[57] Recent studies tend to support the 6% figure.[58]

In the Federal system in 1975, approximately 3,000 Federal offenders completed over 9,000 college courses. Of this 3,000, 158 earned AA degrees, 19 earned Bachelors degrees and 2 received their Masters degree while incarcerated.[59] The proportion of state prisoners involved in post-secondary programming is undoubtedly lower than that of the Federal system, with the exception of a few states.[60] Dell'Apa determined that 6,400 inmates or a little less than 6% of the total population surveyed (109,161) were involved in post-secondary projects.[61]

Over the past several years there have been surveys of offender post-secondary education programs. One of the earliest such surveys was conducted by Adams in 1968. This survey was based on data obtained from both individual institutions and from correctional education supervisors' central offices, located throughout the fifty states. Adams said that of the

46 prisons that responded to his questionnaire, 31 or 75% of them offered some kind of college program; including correspondence courses, extension divisions, TV instructions, study release programs.[62]

The most comprehensive survey to date was conducted in July of 1973 by the Newgate Resource Center of the National Council on Crime and Delinquency. Entitled National Survey of Post Secondary Educational Programs for Incarcerated Offenders, the survey was based on all major state and federal adult institutions listed in the ACA directory of 1972. Selected were 305 institutions to respond to questions concerning their preference in providing post-secondary instructions to their respective populations. Based on statistics provided by the American Correctional Association, 210,183 men and women were confined in these 305 institutions. (At that time there were an additional 165,000 adults incarcerated in Federal and state institutions that were not included in the survey.) Of the 305 institutions polled, 218 or 71% reported that they offered higher education programs to their inmates (see Figure 1). These institutions offered a total of 1,351 college credit courses to 11,754 students which would indicate that approximately 5% of the incarcerated individuals in state and Federal institutions are involved in post-secondary programs; a figure that approximates Dell'Apa findings of 6% of inmate involvement in post-secondary educational programs. Of the 218 that did offer postsecondary instruction 118 or 54% were part-time programs, 52 or 24% were full-time, and 48 or 22% were a combination of both part and full-time. In the majority of these programs 166 or 76% involved in person teaching by the faculty of colleges and universities (see Table 2-6).

In 144 of the facilities surveyed there was a study release program to the residents. Since 1965, there has been an increasing trend to utilize this transitional program concept. All totalled, 1,552 inmates participated in study release programs. "Though definitely a positive note when considering

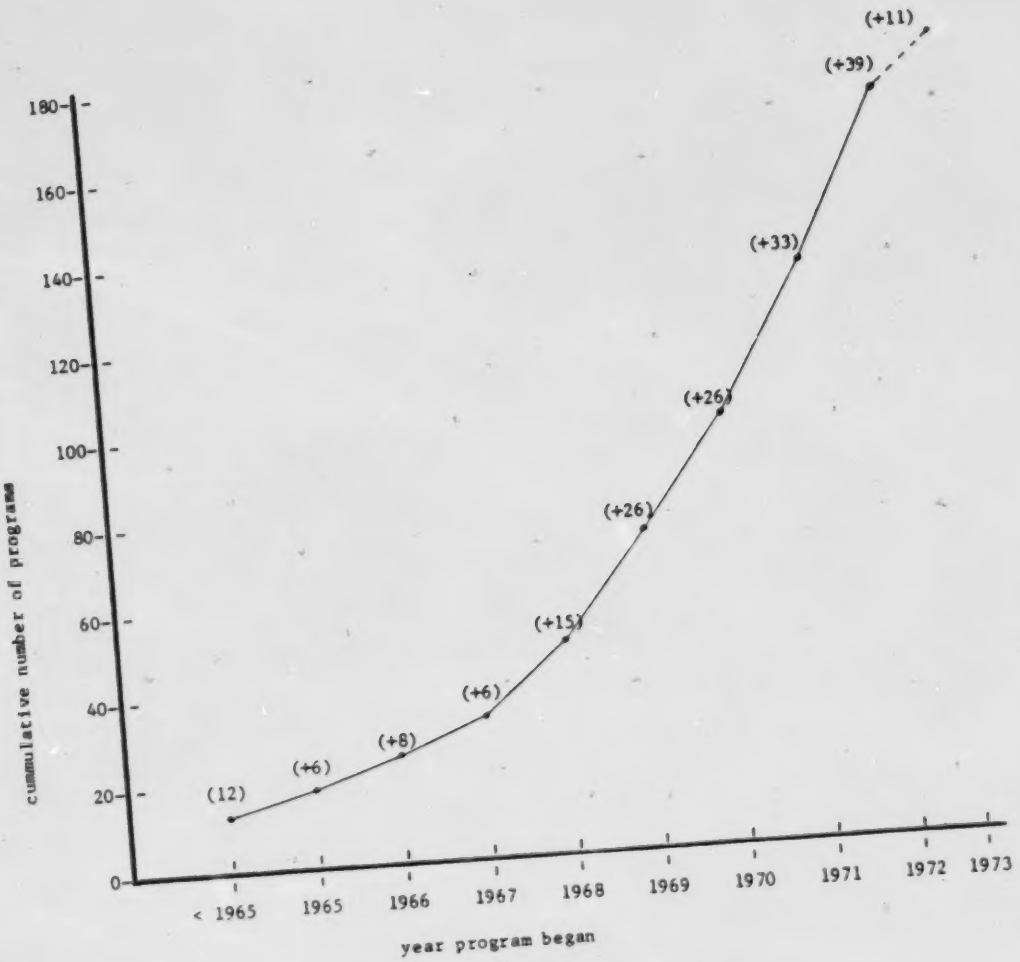
TABLE 2-6

Type of Instruction by Instruction Source and Accrediting Source
(218 Responses)

Type of Instruction	Instruction Source			Accrediting Source	
	Institutional Staff	College Faculty	Extension Division	Community College	College University
Correspondence	2	1	5	0	45
Electronically (TV)	1	7	3	3	2
In Person	7	161	4	68	98
Other	0	1	0	1	0

FIGURE 1

GROWTH CURVE OF OFFENDER POST-SECONDARY EDUCATION PROGRAMS - 183 PROGRAMS [65]



the non-existence of study release as little as 9 years ago, when viewed in relation to the 11,754 incarcerated students, the serious need for the expansion of this concept is obvious."[63]

In 1971, Stuart Adams and John J. Connally conducted a survey of Junior Colleges that operated offenders education programs.[64] Adams and Connally survey 121 community and junior colleges and reported that of the 100 schools responding, 65% reported that they operated programs inside prisons, 17% had programs operating in both the corrections facility as well as the college, and 15% offered classes on campus only. Nearly 7,000 offenders were enrolled in these instruction programs offered by the community junior colleges:

- o programs offered in-person instruction -- 93%
- o correspondence courses -- 2%
- o TV instructions and electro-writer systems -- 4%

Two other minor survey studies are of interest: one conducted in 1973 by Dr. Edward J. Drury of the Center for Urban and Regional Affairs at the University of Minnesota, and the other by Nexis, a telephone information service of the American Association for Higher Education conducted in 1974. The Drury report listed 112 programs by individual schools that conducted structured as well as volunteer programs for inmates.[66] While the Nexis survey resulted in a compilation of 139 colleges and universities which offered educational programs for offenders.[67] These programs included non-credit seminars, college credit programs, education study release programs as well as vocational training programs. There were no statistical breakdowns made of these programs.

The most recent survey of universities and colleges providing corrections education programs for offenders was compiled in July, 1975 by Ellen B. Emerett. The American Association of Community Junior Colleges effort was funded by the Fund for the Improvement of Post Secondary Education, U. S. Office of Education.[68]

By January 1, 1976, Emerett had received program descriptions from 237 colleges and universities which represented 53% of the total amount polled. Although the directory that was compiled from this survey does not "purport to be a complete listing of all education programs offered by post secondary institutions within the United States", it does represent the most comprehensive survey to date of that education component providing corrections education to the offenders. Table 2-7 and 2-8 summarize the data gathered in this survey. Table 2-7 examines programs based upon their content, and gives an indication of the various types of higher education programs offered to offenders. Table 2-8 is concerned with special populations being served by the individual programs.

Emerett's recent study clearly demonstrates that not only have institutions of higher learning continued to be involved in providing post secondary education to inmates, but that the diversity of the programming continues to expand to meet education needs of the offender population.

2.6 CORRECTIONS EDUCATION PROGRAM EFFECTIVENESS

> "Nobody knows conclusively and precisely the effectiveness of correctional education. Statistics vary from one study to the next. When one defines success for research purposes as the absence of post release felony convictions or parole violations, some studies indicate that inmates who were in prison school succeed more than those who were not while other studies have had the opposite finding."[69]

TABLE 2-7

Post Secondary Programs by Content in Higher Education
(237 Institutions Response)

Program Type	Number of Institution	%
Academic-Vocational non-degree credit courses	63	21.4%
In prison degree programs	52	17.6%
Other degree programs (ex-offender primary resources but not Newgate Study Release on teacher training	22	7.0%
Televised and video taped courses	13	4.4%
GED, ABE, High School Equivalency Courses	7	2.4%
Correspondence, Extension, Independent Study Courses	7	2.4%
Non-credit courses - Human Development, Arts and Crafts	9	3.1%
Study Release Programs	13	4.4%
Teachers and Para-teachers training courses	2	.7%
Volunteer/Student Intern Programs	4	1.4%
Multi-Component Programs	80	27.2%
Newgate Programs	8	2.7%
Vocational-Occupational Programs	15	5.1%
	295	

TABLE 2-8

Programs Servicing Special Populations

Special Population Programs	Number of Institution	%
Ex-offenders Programs	13	4.4%
Jail and Short Term Correction Center Programs	12	4.1%
Primary Resources Program (Parolees, Probationers, Diverted Felons)	9	3.1%
Co-learning Programs (involving staff, inmates, community)	8	2.7%
Women Programs	26	8.8%
Youth Programs	4	1.4%

Based on Emerett Study Findings, 1976

There exists a substantial body of correctional research that demonstrates both the viability and effectiveness of corrections education as a tool to return offenders to society who are able to function productively. In fact, of all the tools of corrections, none have shown greater promise "than education in moving us in this direction."[70] This subsection examines some of the evaluation studies of corrections education programs that have been conducted in the past few years. It was not the intent, or within the scope, of the contract to do an exhaustive literature review of corrections education program effectiveness. We include the following studies and reports as evidence that corrections education program efforts have had demonstrable, positive benefits and thus deserve continued support.

To be fair, there is another school of thought that disputes the effectiveness of corrections education, and for that matter, all of the traditional rehabilitative services found in correctional facilities. Martinson, Lipton and Wilkes published "The Effectiveness of Correctional Treatment" in 1975, which reviewed and analyzed 231 carefully screened evaluation studies on prison rehabilitation efforts.[71] Simply stated, their findings indicated that "with isolated exceptions, the rehabilitative efforts that have been reported so far, have had no appreciable effect on recidivism."[72]

Martinson et. al. found only six studies meeting their criteria, that dealt with educational and vocational training of adult inmates. Of the six programs they reviewed, three reported that the program efforts produced no significant difference in recidivism rates. Two studies (Schnur in 1948 and Sader, 1962) did report a positive difference attributable to the skill development program. However, Martinson noted "it is questionable whether the experimental and control groups were truly comparable."[73] The other study done by Glasser in 1964 was found to be "impossible to interpret because of the risk differentials of the prisoners participating in the various programs."[74] Martinson does cite an additional study on institutionalized women (Kettering 1965) that made no difference in the women's rates of recidivism.

The results of Martinson and others indicates that the need for more research in this area before any conclusive statements can be drawn. Until such time, it is our belief, and we present the following studies as evidence, that it would be a tragic mistake to terminate, or even reduce current levels of educational programming efforts in our correctional facilities.

There are difficulties involved with any anlysis of evaluation studies of corrections education programs. Even Martinson acknowledges the difficulty in interpreting them as a whole due to the disparity of programs, the populations that were affected, and the institutional setting. All these factors make it difficult "to be sure that one is observing the same category of treatment in each case."[75] There are several other issues that affect interpretation of prison evaluation studies:

1. There have been few comprehensive program evaluations employing modern evaluation techniques to determine the success of any given institution's corrections programming. "Prisons are traditionally not accustomed to assessing their performance, either overall or in relation to a particular program such as prison colleges. In recent years, several systems have set up research divisions to conduct studies and make evaluations but almost nowhere have these processes been applied to their programs of higher education."[76]

2. Although we can easily demonstrate academic gains resulting from corrections education programs (i.e., through testing) the overall effect on the offender in terms of any successful reintegration to society are less clear.[77]

3. Clearly the issue of recidivism as a success reference point is one that needs careful examination.

Over the past fifteen years there have been several studies that indicate that corrections education is effective as correctional treatment and rehabilitation. The following major studies demonstrate a positive correlation between prison school attendance and socially acceptable post release behavior.

2.6.1 Vocational Rehabilitation Study

In 1971, a pilot study was conducted in the State of Washington to evaluate the effectiveness of vocational rehabilitation programs of adult correctional facilities.[78] Four groups of parolees were reviewed to determine their successful adjustment 18 months after parole. The adult correctional facilities program offered training in a series of vocations that included: auto mechanics, barbering, drafting, electronics, radio and TV, body and fender work, data processing, welding, sheet metal work and other basic industrial and work related programs. Most of the parolees were white, single males; possessed average or above average intelligence; had generally completed one year of high school prior to their imprisonment; and were usually in prison for such crimes as burglary, larceny, robbery or auto theft. The parolees had no known histories of drug abuse or mental illness and the majority of the cases were first time offenders. The parolees were divided into four study groups that were composed of the following:

- Group 1 - 88 cases: these were felons who had completed the VR services successfully.
- Group 2 - 88 cases: these were felons who failed to complete VR services.
- Group 3 - 112 cases: these were felons who completed certain vocational training programs successfully through the Adult Correctional Facilities.
- Group 4 - 126 cases: these were felons who needed but received no services at all.

The major findings of the studies were: of Group I parolees, 76% succeeded on parole and were not re-arrested for any new crimes. Of the Group 2 parolees, 32% succeeded on parole. Of the Group 3 parolees, 58% succeeded on parole. Of the Group 4 parolees, 47% were successful. In all four groups, 9 out of 10 ex-offenders holding steady jobs at the end of the 18 months on parole continued parole successes. The improved performance of Groups I and 3 as compared to Group 4 appear to demonstrate the value of vocational services as a contributing factor to parole success.

2.6.2 Junior College Study

In June 1973 the California Youth Authority conducted an assessment of Junior College programs for youthful offenders in an institution.[79] The report dealt with the Fricot-Columbia Junior College program that was initiated in May of 1969, at the Youth Authorities Fricot Ranch Schools. The program was initiated in May of 1969 and continued until 1971. Its objective was to provide wards assigned to the institution with an introduction to college education courses. The major elements of the program consisted of: 1) remedial developmental and introductory college course; 2) rehabilitative services involving individuals, small groups, and large group counseling, and 3) organized recreational activities made available for interested students.

A total of 127 students were admitted to the program, 76% were white; 13% black; 9% Mexican-American; and 2% were of other extractions. The median age of the students entering the program was 19.1 years, with 97% ranging from 17 to 21. Nearly 95% were first committed to the Youth Authority, with 76% adjudicated by Criminal Courts and 24% by Juvenile Courts. Of the 127 students admitted to the program, 93 or 73% remained in the program until paroled while 34 or 27% dropped out. It should be noted that a significantly greater portion of program graduates compared to the drop-outs were first admissions to the Youth Authority, and without prior

records of incarceration at the local community level. The students who remained in the program completed an average of 2.7 quarters during their average stay of 8.8 months. They accumulated an average of 39 units of college credits, which represents 15 units more than would be expected based on a full load schedule of 12 units per semester which is the normally prescribed workload in a junior college. They accumulated a median grade point average of 3.3 with 46% of the students attaining 3.0 or higher which was equivalent of B-grade average.

In an effort to assess changes in attitudes and socio-psychological factors, personality tests were administered on both a pre and post basis to a segment of the student population. These tests showed that gains greater than would be expected by chance were made on three of the tests, Self-Acceptance, Self-Esteem and Personal Competence Scales.

Follow-up data revealed that 60% of the students paroled from the program continued college during the first six months of their release period. Nearly two-thirds attending colleges four months or longer during their initial six months on parole, and approximately 90% of the ex-offenders were involved with jobs and/or schools during this same period. Furthermore, the rate of parole violations after 15 months of post release time was 9%. A state wide rate for wards 18-20 years of age who were parolled in 1970 was 28%.

The California Youth Authority concluded that the program as implemented was a viable approach "which provided a realistic introduction to college education for a substantial number of older wards."[80] Furthermore, the findings suggested the program had a rehabilitative influence and was conducive to high academic achievement. Lastly, the California Youth Authority recommended that any similar future programs be supplemented with a post-release phase that would include a half-way house or residential center. It was felt that this would provide students with the necessary guidance and support to continue with college courses.

2.6.3 Project Newgate Studies

In their history and development of projects Newgate, Rex Herron and John Muir give several examples of empirical research that demonstrate the effectiveness of corrections education.[81] Project Fresh Start was a demonstration project conducted at the Women's Division of Detroit House of Corrections. The project provided special services to those released from prison. Essentially these services consisted of counseling, some training and follow-up services which included these half-way houses. Follow-up research indicated that the control group incurred a 49% recidivism rate while the experimental group of the women that were provided with the special services had a 39% recidivism rate. Herron and Muir cite another study that indicates support for a community-based, follow-up group treatment approach. This study was conducted the Community Treatment Project of the California Youth Authority. The California Youth Authority reported that after five years of study there was considerably greater success for non recidivism (low recidivism rate) Community Treatment Project participants than non-participants. The difference between the control and experimental group was significant; 15 months after their return to the community, only 28% of the experimental group failed on parole. This is contrasted with a failure rate of 52% incurred by the control group.

The most comprehensive evaluation of prisoners education programs was conducted in 1973 by Marshall, Kaplan, Gans and Kahn under contract with the Office of Economic Opportunity. Completed in April 1973, the evaluation of Newgate and other prisoners education programs study provide a comprehensive review and evaluation of college level prison educational programs in nine states, including five Newgate programs - Oregon, Minnesota, New Mexico, Pennsylvania, Kentucky - and four other prison college educational programs. The four non-Newgate programs were selected on the basis of their constituting significant variations from the

basic Newgate programs. The general research objective was to evaluate and compare different college education programs. The objective of the study was to determine if college level educational programs affected the post prison careers of the program participants. The study involved three aspects common to both Newgate and non-Newgate programs:

- o Evaluation of program progress which involved an examination of the program's effectiveness, impact, and survival;
- o Evaluation of post prison careers;
- o Cost-benefit analysis of the programs.

The primary research method utilized in evaluating the post-prison careers involved follow-up study of 40 participants from each of the nine study sites. A "participant" in the evaluation study of the post-prison careers was defined as a student who had completed 12 semester units on the inside program and/or was released to the outside program prior to January 1, 1972. Initially 50 participants were selected at each program, with the intention of actually completing 40 follow-up interviews. They were chosen randomly from a segment of the total release participants. The total sample consisted of 995 persons, and included the following:

1. Released participants from each program site who were interviewed directly.
2. An additional group of participants from each Newgate site. The one exception was the New Mexico program in which post-release data was gathered from secondary sources such as parole records.
3. Two control groups - qualified non-participants including some who were interviewed and some who were followed from records.

4. Comparison groups selected from the general population at each Newgate site which was followed through parole records.

Although attempts were made to create control groups, it was discovered that these were contaminated early in the research process and thus the focus was shifted to the utilization of the comparison groups.

Three measures of success were utilized in evaluating post-prison careers:

- o recidivism
- o stability and self-sufficiency -- "making it"
- o achievement, security, satisfaction -- "doing good."

Data was gathered for both the follow-up sample and the control/comparison groups through a combination of surveys, interviews and search of individual records. In summary, the study found that the participants of a Newgate program were more inclined to achieve a successful post-release career than those who had not participated in a college educational program. In short, when compared to a group of non-participant inmates, Newgate participants were more likely to have better job stability, to be employed or in school, to be more inclined to continue their educational career, and were less likely to have incurred drug or drinking problems. Although these findings indicate that Newgate was a successful program, success was not reflected in recidivism rates. As a result, some may make the interpretation that participation in a prison college program has no bearing on whether a participant will recidivate, which would be a "hasty conclusion," according to the study's authors. Although it may be valid that no relationship has been demonstrated, participation in prison college programs has an impact on its participants' behaviors and attitudes which are either not being measured or are being offset or obscured by the impact of other yet unidentifiable variables.[82] As Baker et. al. (1974) indicated, recidivism is, in fact, a poor measure of program effectiveness in reducing criminality because it is:

- o Conceptually a poor index of criminal behaviors
- o An insensitive measure
- o It is contaminated by other factors and measures things other than criminal behaviors.[83]

The recidivism data in the Newgate evaluation appears to have been contaminated by special circumstances that surrounded the program. As previous studies have indicated, recidivism is often a function of the intensity of post-release supervision.[84] Certainly in the case of Newgate participants, it has been documented that those who remain in school after release were subjected to very intense parole supervision. This high visibility of post-release Newgate not only made it easy for parole agents to maintain them but also resulted in their easy access to local police. In some jurisdictions the experience of Newgate sudents indicated that police made questioning of Newgate students almost a routine part of their police investigation. Yet another factor that potentially influenced the recidivism rate for the Newgate students was the higher expectation of performances expected of them by the parole agents, program staff and others. By being held to higher standards of performance than other convicts and ex-offenders, the Newgate students may have been more likely to violate or be "charged with a crime for acts which could have been, would have been overlooked if committed by others."[85] This is not to suggest or imply that the variable nature of parole supervision was the primary causal factor in the high recidivism or recidivist rate of Newgate participants, but rather to underline the complexity of instrumental relationships.

"The causal links which must be hypothesized between college program participation and the ultimate decision to return or not return ex-prisoner to lock-up are very numerous. As a general proposition, the longer the sequence of causal links is, which must be studied, the more difficult it is to make a strong causal argument. This is demonstrated by the finding that the Minnesota Newgate participants had a higher recidivism rate than the Minnesota control group despite the fact that the former had reported a lower rate of involvement in criminal activity. Ex-prisoners are neither helpless victims of the vagaries of circumstance, nor are they exclusively responsible for the differences in their experiences. What defies the researchers is to identify and assign the relative roles to all the important variables impinging on the outcome of the ex-prisoners' experiences.[86]

2.6.4 Oregon - A Case Example of Project Newgate Findings

In June of 1974, the Oregon State Law Enforcement Council commissioned a report to study state funded corrections education programs.[87] Data for the study was collected in 1973. Existing programs were reviewed highlighting those areas in need of change, current research applications, educational goals, and program recommendations. These programs include the following areas of concern:

- Client Education
- Adult Basic Education
- Vocational - Paraprofessional Education
- College Education
- Educational Release
- Staff Education
- Community Education

It was concluded that the solution to society's crime problem lie in the area of "societal restructurings," rather than with behavior modifications of individuals in correctional facilities. Furthermore, the studies offered

detailed recommendations including modifying existing programs and developing new program areas to provide for a higher quality of education for both corrections staff and inmates and the community at large.

The Oregon study examined the Oregon Newgate program findings and came up with the following findings:

Recidivism

It was found that the Oregon Newgate participant groups had a lower percentage of persons returning to an institution than that of the comparison group. The percentage of actual favorable legal outcomes 18 months after release from the Oregon Newgate participants was 74%. Furthermore, information concerning the legal outcomes of Newgate participants at the time of the last information gathering survey -- an average of two years since their release -- indicated that 68% or 62 of the 91 participants had favorable legal outcomes.

"Making It"

This measure was based on maintaining at least minimum levels of stability and self-sufficiency while refraining from types of behavior likely to result in conflict with law enforcement and supervisory agencies. The two measures that were employed in determining this were the amount of time employed since relief and the drinking and drug record since release. In both cases, itwas found that more Newgate participants had been either fully employed or in school since release from prisons than the control and comparison group, and that the Newgate participants had notably lower percentages of persons with drug or drinking problems since release than their respective comparison groups. This was true despite the fact that Newgate students included a higher percentage of persons with past records of drugs and drinking problems, than the comparison group.

It was also found that among those persons interviewed the percentages of individuals who admitted to - although they had not been sent to jail or prison since release - to being involved in major illegal activities since their release was greater in the control groups than in the Newgate participant groups.

"Doing Good"

The "doing good" measure is an indicator of the extent to which a person had established a relatively secure and satisfying life style. This concept of success represents standards traditionally used in our society to evaluate the success of non-convict members of society. As a summary measure for "doing good" each participant was graded according to a three point success scale. They were:

- o High Success: This described those participants who felt that they were making excellent progress towards personal goals and who had a good job.

- o Medium Success: This described those participants who felt that they hadn't made too much progress towards personal goals and had a poor job.

- o Low Success: This term describes those who were not achieving goals and who were not working steady or who were unemployed.

The study found that 70% of the Newgate participants rated high or medium success compared to 50% of the comparison group.

One of the conclusions of the Oregon study of the Newgate program was that participants were able to experience more vertical mobility in their careers than were the comparison group. The vertical mobility provided or allows the individual to experience a full range of advancement steps and a career. It was found that of the Newgate participants group, 48% were able to obtain a position ranging from a high income - white collar worker - to a skilled laborer. Correspondingly, the figure of 36% for the comparison group able to obtain a skiller labor category job and 0% of the comparison group were able to obtain work in the high income white collar category.

2.6.5 Survey Summary

A key component in corrections education conducted in corrections institutions is that it has the potential for not only educating the participants while incarcerated in the institution, but it can be the beginning of an education process that will continue on after the particpant is released from the correctional facility. In Oregon, it was found that 93% of the Newgate participants planned or had intentions of attending college after release. This figure can be compared with 54% of the comparison group that intended to attend college after their release. Significantly, the figures concerning actual college attendance after release found that 78% of the Newgate participants completed at least one college course upon their release while only 40% of the comparison group completed at least one course. Furthermore, the Newgate participant group had a higher percentage of participants completing at least one semester upon release as compared with the comparison group; 55% of the Newgate participants compared to 27% for the comparison group.

A significant finding of the Newgate study was that irrespective of the corrections education program impact on recidivism and in addition to the value of the enchancement of the quality of the life for those who

participated in the program, it was determined, by accounting procedures, that the programs paid their own way. Based on a 20-year projection from income tax levels found among the program participants upon their release, the study concluded "that prison college educational programs pay for themselves."[88]

In summary, the Newgate program evaluation study conclusively demonstrates the role that corrections education has in correctional thought today:

1. The program had a demonstrable impact in the overall decreased use of drugs and alcohol among their participants.

2. Participants in all Newgate programs raised their occupational aspirations after entering the programs.

3. The data gathered on post-release activities of the program participants indicate that there was an increase in occupational levels after participation in the program. In this again, the Newgate participants showed a greater increase than non-Newgate participants.

4. An analysis of the prison college programs on the dimension of academic achievement revealed perhaps the most dramatic findings. In this case, academic achievement was measured on five different dimensions: change in educational goals, college enrollment, number of semesters completed since release from prison, grades achieved since release and overall academic achievement.

The data demonstrates that the Newgate program made an impact on their participants. In particular, the Newgate programs demonstrate their value as an effective vehicle for facilitating academic achievement among high school drop-outs, from socially and economically disadvantaged backgrounds. This conclusion becomes all the more significant when it is taken into consideration that the Newgate program participants at the time they went into the program were by no means the 'cream' of the prison population. Few had had previous involvements in colleges, their mean educational levels and tested grade levels for the program participants was comparable to that of the general population. That this average group went on to attend college and obtain post-secondary degrees at a rate comparable to that of an average segment of the population at large is indicative of the overall program success.[89]

SECTION III

DEVELOPMENT OF FEDERAL CORRECTIONS EDUCATION PROGRAMS

AND

COORDINATION EFFORTS

> "The point is that no one knew what the government as a whole was doing (in providing programs to benefit the criminal offenders). There was no coordination among these programs. We were spending close to $200 million a year in such a totally uncoordinated manner that it took more than half a year just to fund these programs. If a business were to operate this way, it would be bankrupt."
>
> Sen. Charles Percy
> July 28, 1972

Federal efforts in the area of corrections education has typically taken two forms. At one level, there has been a series of legislative efforts, largely unsuccessful, concerned with coordinating Federal agencies involved in the overall administration of criminal justice. The other level has consisted of education legislation. Although in many cases these educational acts have not specifically addressed the educational needs of the offender and ex-offender population, interpretation of the mandate has often resulted in funds being provided for corrections education programs.

In this section, we examine past Federal efforts at coordinating corrections education programming. In an attempt to better understand the many problems associated with coordinating Federal agencies and their resources, we examine the problems that resulted with the attempt to coordinate Federal efforts in juvenile delinquency - efforts which have been found to be largely ineffective and unproductive. Lastly, in this section, we review the various educational legislative acts that are either currently providing funds for correction education services or that have the potential in this area.

3.1 HISTORICAL OVERVIEW OF COORDINATING EFFORTS

One of the earliest attempts to coordinate Federal criminal justice agency activities occurred in 1950. Passage of 18 USC 5002 authorized the creation of an Advisory Corrections Council, which had as its purpose the improvement of the overall administration of criminal justice. The Council was to assure the coordination and integration of policies concerning the disposition, treatment and corrections of all individuals convicted of offenses. It was also responsible for considering measures to promote the prevention of crime and delinquency. To this end, the Council would suggest studies to be undertaken by both public and private agencies. On paper, the Council was undoubtedly a great idea. Unfortunately, there is no record of its having met in the past decade.

3.1.1 Interagency Council on Corrections

Certainly, the role designated by statute for the Council is an important one and remains today one that is not being adequately filled. There have been other attempts at coordinating federal activities in the field of corrections. In 1969 the Inter-Agency Council on Corrections was formed within the Executive branch. Meeting several times a year, its stated goals are to:

1. Develop recommendations for national policies and priorities in corrections.

2. Develop strategies and mechanisms to implement national corrections policies and priorities.

3. Develop methods of maintaining closer coordination between federal agencies, private industry, labor, and state and local jurisdictions in an endeavor to develop better tools as aids in the correction of the offender.

However, one serious drawback of the Inter-Agency Council is that it does not have the power to authorize action on the part of any of the participating agencies; its activities appear to be limited to that of facilitating communication and cooperation.

3.1.2 Comprehensive Offenders Program Effort (COPE)

From 1971 to 1973 an unprecedented series of cooperative agreements took place in federal interagency planning in corrections. Entitled COPE, Comprehensive Offenders Programs Efforts, it was initiated in 1971 by the Department of Labor in conjunction with HEW and LEAA. It evolved from DOL sponsored discussion on what action the three agencies could take to coordinate Federal, State and local resources for offenders rehabilitation.

The scope and direction of COPE was determined by an Executive Committee composed of representatives of each of the participating agencies. The intent was for no single agency to assume control over the direction of the effort. During the first 18 months of its existence COPE project coordinators contacted the Governors of every state, informing them of COPE's mission, and requesting that each state appoint an individual to act as intra-state liaison for the COPE activities to be sponsored.

States were instructed to develop an overall resources appraisal involving all agencies serving criminal offenders. Included in which was to be information on the involvement of both public and private corrections, parole, health, vocational rehabilitation, education, labor, justice and welfare departments and agencies. This resource appraisal was to aid in the awarding of project funds for the development of more effective integrated programs for offenders.

It was envisioned that funding for this effort would be shared jointly by DOL, LEAA, and HEW. In February, 1972, tentative dollar input was $20 million discretionary from each of the three agencies, plus other "incentive" monies. HEW did not make a formal funding commitment at that time, but agreed to the overall plan.

Internal changes in HEW affected its involvement in COPE. In the fall of 1972, HEW began to slowly de-emphasize its role in COPE, culminating in the withdrawal of its funding commitment in late 1972. The exact story of those final months in 1972 is unclear. Although HEW no longer plays an active role in COPE, COPE has managed to survive in abridged form of the proposed national program for innovative offender programs. It is now entering its second round of funding. DOL and LEAA remained committed to their agreements and have jointly sponsored approximately a dozen three-year grants to states for the development of innovative offender programs under COPE.

In 1974, with a Policy Development Seminar on Corrections, LEAA went a step further. The seminar raised key issues in training, education and offender programs. The major conclusion to be drawn from the proceedings is that our criminal justice system is extremely disjointed regarding offender programs. There are no established policies or priorities in corrections - a field that has a demonstrable need for direction and coordination.

3.1.3 Unsuccessful Legislative Action

During the early 1970's there were several bills put forth in Congress that had provisions for establishing, in one form or another, interagency coordination in the areas of corrections education. The thrust of the proposed legislation was generally twofold:

- Organizational - the bills sought structural changes in the administration of the criminal justice system through the creation of an encompassing interagency group, or council or clearinghouse.

- Innovative Program Implementation - the bills sought federal funds to establish training, education or employment programs to be administered through the cooperative efforts of the newly created interagency group.

Although none of these proposed legislative acts were ever passed, they relfected the need for federal level agency interaction in this area, a need that has grown more pressing during the intervening years since the bills were sponsored. These proposed bills also reflect recent congressional thinking in the area of corrections education.

Correctional Manpower and Employment Act

In 1972, Congressman Daniels of New Jersey and Congressman Esch of Michigan co-sponsored the Correctional Manpower and Employment Act. The Act had two objectives:

- to create training and employment programs for offenders - this to better their chances of getting and keeping constructive jobs upon their release, and
- to improve the effectiveness of the correctional staff through better programs of recruiting, training and personnel management.

Two sections of the bill pertained directly to the issue of interagency coordination and corrections education. Section 421 required that the Secretary of Labor, the Attorney General, the Secretary of HEW, the Secretary of HUD and the Director of OEO enter into agreements to avoid program duplication, to assure the combining of resources, maximum coordination and joint planning between programs. Section 422 dealt with the Coordination and Program linkages concerning education for the offender and correctional personnel. This section required that the Secretary of Labor and the Secretary of HEW enter into agreements that would enable HEW to provide education for offenders and ex-offenders, as well as correctional personnel. An important consideration was the establishment of linkages between programs developed by this Act and existing educational, vocational and other such programs then in effect.

The bill also called for the establishment of a National Correctional Manpower Center (Section 601) which would be under the supervision of the Director of the Federal Bureau of Prisons. The purpose of the center would be to establish a long-term manpower development plan and program to address the overall needs of the correctional system.

The thrust of the Daniels-Esch bill was to link offenders job training or a degree educational program with existing opportunities for employment. It recognized that prison training and educational programs were both limited in range and content and, ultimately, had little relevance to outside employment needs. Consequently, the bill authorized the Secretary of Labor to make grants to correctional agencies and to both public and private agencies for the training, education and employment of offenders, with special emphasis and priority to be given to programs where public or private employers actually found jobs for the offenders.

Federal Corrections and Reorganization Act

Earlier in 1972, Senator Percy of Illinois introduced the Federal Corrections and Reorganization Act (S.3185) that focused on the reorganization of the operational phase of the criminal justice system. In determining a need for an overall authority, Senator Percy stressed the lack of uniformity in the way federal courts dealt with offenders brought before the bench. This lack of uniformity manifests itself in the tremendous variation in sentencing of federal violators convicted of committing the same crime. Another critical area involved the coordination of an offenders contact with the criminal justice system. Then, as now, the issue of setting bail, pretrial procedures, presentencing evaluations, tests to determine prison assignment and parole eligibility are all determined by separate agencies, often with little or no coordination among them. To rectify the lack of coordination in sentencing and in the handling of offenders, Senator Percy recommended the establishment of national boards that would oversee and coordinate these activities.

The heart of the Federal Corrections and Reorganization Act was the establishment of the Federal Corrections Advisory Council. Essentially a coordinating body, it would monitor all government activities in offender program development and implementation as well as developments in the private sector. Specifically, the Council had three functions:

1. To exercise an investigative and advisory role in the oversight and direction of federal corrections system.

2. To recommend standards and guidelines for states to meet in order for them to be eligible to receive grants under any state law enforcement and correctional agencies, including the reorganization of their criminal justice in a manner consistent with the rest of the bill (i.e., establishing the offender disposition boards).

3. To serve as a clearinghouse for study, planning and dissemination of information in the field of corrections.

The need for a national clearinghouse on criminal justice is one that is frequently mentioned in the literature, in reports, as well as in various proposed legislative acts. Given the large number of Federal agencies involved in the field of corrections, it is often suggested that a single authority be given the responsibility to effectively coordinate all the diverse efforts. Certainly, the concept of establishing a national coordinating agency, clearinghouse or group that would do extended research both on existing programs and proposed new methodologies, that would monitor and coordinate federal and public activities in the field of corrections remains one that needs to be fulfilled.

3.2 PROBLEMS WITH INTERAGENCY COORDINATION

In 1971, the Interdepartmental Council to Coordinate All Federal Juvenile Delinquency Programs was established by an amendment to the 1968 Juvenile Delinquency Prevention and Control Act. This interagency council included representatives from the Departments of HEW, Justice, Labor, HUD, Interior, OEO, Transportation, the White House, NIMH, BOP, VA, and others. Although it failed in its effort to coordinate Federal activities in juvenile delinquency, it provides an excellent example of how to program an interagency coordinating council to failure.

A Government Accounting Office (GAO) report on how efforts to coordinate Federal activities and programs concerned with juvenile delinquency failed, cites three major reasons for the failure of the coordinating council.

- o Funding. The Council was dependent on its member agencies to provide the financial resources to operate the council. It developed that getting funds from the member agencies for Council contracts proved to be a major undertaking.

- o Staffing. The participating member agencies generally did not appoint people with decision-making authority to the Council. Because these individuals could neither speak for their agency nor commit agency funds it became impossible for the Council to accomplish its proposed programs.

- o Lack of authority. The single most important cause for the Council's failure was found to be its lack of mandate to effect interdepartmental change. The Act did not specify what authority the Council was to have to coordinate agency activities.

The GAO report "How Federal Efforts to Coordinate Programs to Mitigate Juvenile Delinquency Proved Ineffective" conducted in 1975 is informative on the many issues and problems that are associated with the coordination of Federal efforts. Certainly, it is true that all of the GAO findings concerning juvenile delinquency program coordination are equally valid with respect to the situation we currently find with Federal agency activities in corrections education. In summary, the GAO findings revealed that:

- o Coordination among the appropriate federal agencies was difficult because there was no standard definition of juvenile delinquency which made it impossible to select specific federal programs to either prevent or rehabilitate such delinquents. The working definition developed by the Interdepartmental Council to Coordinate Programs, consisted of all individuals from 1 day to 24 years of age which was much too broad to be workable.

- Many officials of Federal programs identified by the Council as providing services in juvenile delinquency were unaware that their program had such potential capabilities. (This same situation currently exists at HEW in corrections education program efforts.)

- Administrative problems resulted because of overlapping roles for HEW and the Law Enforcement Assistance Administration. HEW was directed to assist states to prepare and implement comprehensive juvenile delinquency plans, while at the same time, LEAA was to make block grants to the states to address all criminal justice problems -- including juvenile delinquency. Because LEAA had considerable more funds available, they became dominant in affecting state and local criminal justice planning.

- In 1972, 10 federal regional councils were established to promote closer working relationships between federal grant-making agencies and the state and local governments. The regional councils did not become involved in juvenile delinquency projects (according to an OMB report) because of inadequate leadership from Washington.

The GAO report also commented on efforts to coordinate juvenile delinquency programs on the state and local level. The selected states and cities reviewed indicated that the coordination problems at that level were similar to those found in the federal bureaucracy:

- There was no single agency or organization to coordinate planning and operations of programs and

- There was no comprehensive strategy to either prevent or control juvenile delinquency.

The report revealed that the state and local situation largely resulted from the Federal Government's fragmented approach to the juvenile delinquency problem. In seeking funds, both state and local agencies had to respond to specific federal categorical grant programs, each containing its own objectives, requirements and restrictions. Consequently, GAO found state and local agencies had little incentive to coordinate their own activities.

3.3 MECHANISM FOR POSSIBLE INTERAGENCY COORDINATION

Currently, there exists little or no inter and intra agency coordination of corrections education activities on the Federal level. However, there does exist several means by which LEAA and/or HEW can coordinate and direct efforts of other Federal agencies, as well as state and local agencies in corrections education efforts.

3.3.1 Law Enforcement Assistance Administration

Juvenile Justice and Delinquency Prevention Act of 1974

Section 204 (b) (2) (4) and (f) of the Junvenile Justice and Delinquency Prevention Act grants LEAA the authority to coordinate certain juvenile delinquency related efforts of other Federal agencies. Effective use of this authority, which would rely in part on other agencies acceptance of it, offers a possible vehicle by which to coordinate Federal efforts, in at least providing corrections education to juveniles.

The 1974 Act also established a National Advisory Committee for Juvenile Justice and Delinquency Prevention. This interagency coordinating council is responsible for making annual recommendations to the LEAA administration on planning, policy, priorities, operations and management of all Federal juvenile delinquency program efforts. The committee could place a special emphasis on developing and implementing juvenile corrections education programs as an effective means to combat juvenile delinquency.

Omnibus Crime Control and Safe Streets Act of 1968 and the Crime Control Act of 1973

This Act which established the Law Enforcement Assistance Administration (LEAA) in the Department of Justice, also provides an excellent mechanism by which to coordinate corrections education program activities. With the 1971 amendments, the states were required to submit in order to qualify for funds, a state plan to LEAA. These comprehensive plans had to demonstrate to LEAA's satisfaction that the state:

"provides satisfactory emphasis on the development and operation of community-based correctional facilities and programs, including diagnostic services, halfway houses, probation, and other supervisory release programs for preadjudication and post-adjudication referral of delinquents, youthful offenders and first offenders and community-oriented programs for the supervision of parolees."[1]

Passage of the Crime Control Act of 1973 placed even greater emphasis on juvenile delinquency requiring that the states include a juvenile delinquency component in their comprehensive state plans as a condition of receiving LEAA funds. It is this funding mechansim - approval of state plans - that provides LEAA a means to coordinate, at least in the state level, corrections education programming efforts. LEAA guidelines could be developed to make it a prerequisite that state plans include provisions for establishing, developing, and coordinating juvenile delinquent corrections education programs. By making the states address the issue of corrections education program funding in a comprehensive and systematic manner, LEAA could go a long way toward eliminating the relatively uncoordinated manner in which funds in this area are currently disbursed at the state level.

3.3.2 Department of Health, Education & Welfare

The Department of Health, Education & Welfare has the capacity, similar to LEAA, to coordinate on the state level adult corrections education planning. The rules and regulations concerning state Adult Education Programs require that each state prepare an annual program plan to be submitted for approval by the Commissioner of Education. Because the plan must indicate what progress is being made by the state at addressing the educational needs of the adult population, the Commissioner can apply pressures to insure the adult offender/ex offender needs are being met.

HEW has a legacy of correction education program involvement and consequently, to a certain extent, program coordination. The Juvenile Delinquency and Youth Offenses Control Act of 1961 gave HEW responsibility for providing categorical grants to communities, institutions, and agencies

to both plan and start innovative demonstration and training programs. These programs included school programs for the disadvantaged, subsidized job training for out-of-school and out-of-work youths; and community-based correctional programs. The Act was extended in 1964 and 1965 and by 1967 approximately $47 million in appropriations were spent under the Act. However, with the Office of Economic Opportunity increasing funding of similar types of effort, most of the demonstrations projects funded under Control Act of 1961 were transferred to OEO control in the mid and late 1960's.

With the passage of the Juvenile Delinquency Prevention and Control Act of 1968, HEW assumed responsibility for coordinating all Federal activities in juvenile delinquency, youth development and related fields. By its own admission, HEW failed in its effort to develop coherent national planning objectives and program priorities. Late in 1971, the House and Senate subcommittees met to discuss amendments to the 1968 Act. At that time, several reasons were cited as the cause of HEW failures to assume the coordinating function as initially envisioned by the Act. They included, HEW's failure to request more than a small portion of the authorized appropriations (e.g., although $50 million was authorized for Fiscal 1970, only $15 million was requested and only $10 million of that was appropriated). The other reason for HEW's failure to coordinate Federal activities was found to be inadequate administration, caused in part by the overlapping responsibilities of the Act concerning HEW and LEAA roles.

3.4 GAO - 1972 REVIEW OF FEDERAL CORRECTIONS EDUCATION

In addition to the previously cited study conducted by GAO on Federal coordination efforts in juvenile delinquency programs, GAO also conducted another study that is relevant to corrections education. In response to a request from Senator Charles Percy, the General Accounting Office in 1971 and 1972 conducted a survey of all Federal programs involved with providing training and education to the convicted offenders. At that time, Senator Percy was proposing two bills that dealt with the need to reform the criminal justice system. One bill, the Federal Corrections Reorganization Act, authorized the establishment of a Federal Corrections Advisory Council. As envisioned by Senator Percy, a primary responsibility of this Council would be to "bring some order out of the chaos that now exists in our criminal justice system." As evidence for the need for such a Council, Senator Percy went on to relate to the National Penitentiaries Subcommittee his experiences in attempting to determine the amount being spent by the Federal Government on programs designed to benefit the criminal offender, i.e., corrections education related activities.

> "This should not be such a complicated task. However, I found that no one knew who was spending how much and for what. No one knew. Consequently, on October 28, 1971, I requested the Comptoller General of the United States to initiate an investigation in an attempt to answer this simple question. The efficiency of the General Accounting Office is well known, yet despite its efficiency, it took more than half a year for GAO to get the inforamtion. Seven months later, on May 17, 1972, I received the report of the Comptroller General. He had been able to identify 11 different federal departments and agencies which were conducting programs designed to help rehabilitate the criminal offenders, programs that were costing the Government $192 million a year."

Although the GAO report identified 11 federal agencies, involving more than 70 different federal programs that provided federal assistance in the rehabilitation of criminal offenders, they concluded that no single agency knew what the Federal Government was doing in this area. There was no coordination among these programs, in fact, it took GAO over half a year to even identify these programs and in several instances even after identifying these programs, they were unable to determine the amount of funds expended. (Title I of Library Services and Construction Act). In many other cases, GAO was only able to at best estimate the amounts being spent.

TABLE 3-1

GAO Listing of Programs Designed to Benefit
The Criminal Offender

Department or Agency and Program or Program Category	Dollar Amount (Applicable to the criminal offender - FY71)
Department of Health, Education and Welfare:	
Vocational Education	$1,188.000
Adult Education Program	2,381,000
Title I of the Elementary and Secondary Education Act of 1965	19,100,000
Title II of the Elementary and Secondary Education Act of 1965	(1)
Teacher Corps Program	1,502,000
Project START	90,000
Drug Education Program	(1)
Nationwide Education Programs in Corrections	400,000
Career Opportunities Program	212,000
Community Service Programs	29,000
Title I of the Library Services and Construction Act	(1)
Health Services and Mental Health Administration:	
Research on criminal behavior and on the sociology of crime	2,200,000
Supporting research and development - Corrections	2,100,000
Narcotic Addict Rehabilitation Program	6,591,000
Training of social workers, psychiatrists, and para-professionals in the correctional field	5,100,000
Narcotic Addict Community Assistance Program	18,930,000
Social and Rehabilitation Service:	
Title I of the Juvenile Delinquency Prevention and Control Act of 1968	634,256
Title II of the Juvenile Delinquency Prevention and Control Act of 1968	2,530,000

TABLE 1 - Continued

Department or Agency and Program or Program Category	Dollar Amount (Applicable to the criminal offender - FY71)
Department of Labor: Offender Rehabilitation Program	$15,900,000
Office of Economic Opportunity:	
Legal Services Program	(1)
Drug Rehabilitation Program	(1)
Volunteers in Service to America (VISTA)	(1)
Other Programs and Projects	$ 5,410,950
Department of the Interior: Employment Assistance Program	200,000
Corps of Engineers: Rehabilitated Offender Program	6,300
Environmental Protection Agency: Physically Handicapped Program	(1)
Department of Agriculture:	
Extension Service	(1)
Forest Service	(1)
United States Postal Service:	
Job Opportunity Program	(1)
Postal Academy Program	(1)
Department of Justice: Law Enforcement Assistance Administration	
Block grants under title I, pt. C, of the Omnibus Crime Control and Safe Streets Act	(1) (2)
Discretionary grants under title I, pt. C, of the act	$18,969,625
National Institute of Law Enforcement and Criminal Justice	2,100,000
Grants under title 1, pt. E, of the act	(3)
Other bureaus:	
Rehabilitation of offenders	$22,170,000
Treatment of narcotics and dangerous drug offenders	2,428,000
Federal Prison Industries Incorporated	$44,500,000
Judicial Branch (Federal Probation Service): Services of probation officers	17,500,000

TABLE 3-1 - Continued

Department or Agency and Program or Program Category	Dollar Amount (Applicable to the criminal offender - FY71)
Department of Housing and Urban Development: Model Cities Program	(1)
Total	$192,148,131

FOOTNOTES

(1) Unable to determine the amount of funds being applied to programs of projects affecting the criminal offender.

(2) Pt. C includes estimated expenditures of $50,660,000 for correction and rehabilitation. Information was not available, however, to show how much of this money would be spent to benefit the criminal offender.

(3) The amount budgeted for pt. E was $47,500,000 for fiscal year 1971. Information was not available to show the amount of funds to be spent for projects to benefit the criminal offender.

The report also revealed that few programs were designated specifically to benefit offenders. Our analysis of the GAO findings (Table 3-I) reveals that of those programs identified approximately 25% of them had a direct relationship to corrections education; i.e., they provide academic, vocation, recreational, or cultural training. Often, it was the case that many of the social and economic programs had components which dealt with offenders at some point during their involvement with the criminal justice system. In a few programs, such as the Teacher Corps, the component was specifically authorized by law. However, it was usually the case that the components were carried out under the general legislative authority of the program. Nearly 20% of the programs were not able to identify the amount of funds expended for activities directly benefiting offenders.

Four years later, we found the situation, if anything, worse than the one that confronted GAO and Senator Percy in 1972. Data collection has become even less specific. Largely the result of current federal OMB data collecting and reporting procedures, the overall effect prevents accurate estimates of federal allocations, number of clients in programs and other critical variables necessary for any substantive analysis of federal involvement in corrections education. Secondly, disbursement of federal funds increasingly occurs on state and local levels. The majority of federal officials contacted were aware that corrections education programs were being funded by their respective agencies. But, because these funds were often disbursed within the framework of local or state control, Federal administrators were increasingly unaware of the specific purposes for which the education funds were allocated.

3.5 FEDERAL EDUCATIONAL LEGISLATIVE ACTS

There are many Federal educational acts that are currently providing financial or other types of resources to corrections education programs. Although in many cases these acts do not specifically address the educational needs of the offender/ex-offender population, liberal interpretations of the acts' has resulted in funds for corrections education programs.

The following listings identify the various educational acts and programs currently involved in corrections education programming efforts. We have categorized each of the following legislative acts according to their funding potential for corrections education and related activities. The categories are:

1. On-going: program funds are known to be used, at least in part to fund corrections education related projects.

2. Minimal: program funds can be used for corrections education related projects, and may have been in the past; but to our knowledge currently they are not.

3. Possible: program funds could possibly be used to fund corrections education related projects, but to our knowledge have not been utilized this way.

Law and the Program

Elementary and Secondary Education Act

Title I: Financial Assistance to Local Educational Agencies for the Education of Children from Low-Income Families

Part A: Basic Grants

Subpart 1 - Grants to Local Educational Agencies

- Educationally Deprived Children - Grants to Local Educational Agencies[1]

Subpart 2 - State Operated

Programs for Handicapped Children

- Educationally Deprived Children - Handicapped[2]

Programs for Migratory Children

- Educationally Deprived Children - Migrants[3]

Programs for Neglected or Delinquent Children

- Educationally Deprived Children in State Administered Institutions Serving Neglected or Delinquent Children[1]

Part B: Special Incentive Grants[3]

- o Dropout Prevention

Title II: School Library Resources, Textbooks, and other Instructional Materials

Title III: Supplementary Educational Centers and Services; Guidance, Counseling and Testing

Title IV: Libraries, Learning Resources, Educational Innovation and Support

Part B: Libraries and Learning Resources[1]

Part C: Educational Innovation and Support[2]

(This program is a consolidation of the following programs formerly listed separately: Supportive Educational Centers, Innovative Projects, Dropout Prevention, School Health and Nutrition Programs, and Strengthening State and Local Educational Agencies).

Title V: Strengthening State and Local Educational Agencies

Part A: Grants to Strengthen State Departments of Education

- o Special Projects (See Title IV C)
- o Grants to States (See Title IV C)

Title VIII: General Provisions

- o School Health and Nutrition Services for Children from Low-Income Families - School Leadership in Coordinating Health Services

Title IX: Ethnic Heritage Program

- o Ethnic Heritage Studies[3]

Higher Education Act

Title I: Community Service and Continuing Education Programs

Part C: Strengthening College and Research Library Resources

- o Educational Personnel Training Grants - Career Opportunity (authorization expires FY 76)[2]

Title II: College Library Assistance and Library Training and Research

Part A: Basic Grants

- o College Library Resources[3]

Title IV: Student Assistance

Part A: Grants to Students in Attendance at Institutions of Higher Education

- o Higher Education Innovation - Fund for the Improvement of Post-Secondary Education (FIPSE)[1]

Subpart 1 - Basic Educational Opportunity Grants[1]

Subpart 2 - Supplemental Educational Opportunity Grants[1]

Subpart 4 - Special Programs for Students from Disadvantaged Backgrounds[2]

Part C: Work Study Programs

- o College Work-Study Program[3]

Part D: Cooperative Educational Programs

- o Educational Opportunity Centers[3]

Title V: Educational Professions Development

Part B: Attracting and Qualifying Teachers

Subpart 1 - Teacher Corps

Adult Education Act (ESEA Amendment of 1966)

Title III:

- o Adult Educational Grants to States[2]
- o Adult Education Special Projects Grants[2]

Library Services and Construction Act

Title I: Grants for Public Libraries[1]

Title III: Interlibrary Cooperation[3]

Vocational Education Act

- o Basic Grants to States[1]
- o Cooperative Education[2]

Special Projects Act of 1975

- o Career Education[3]

SECTION IV

FEDERAL CORRECTIONS EDUCATION PROGRAMS

A primary focus of this study has, like the GAO study of 1972, involved the identification of federally sponsored corrections education programs. The information we have collected has been obtained through a variety of sources. They are largely based on individual contacts and surveys of the various Federal departments and agencies that were identified as being potential funding sources in the area of corrections education. We have also examined both the Catalog of Federal Domestic Assistance and the more specific compendium, Catalog of Education Assistance Program, for information on corrections education related programs.

4.1 CATALOG OF FEDERAL DOMESTIC ASSISTANCE PROGRAMS

The Catalog of Federal Domestic Assistance Programs is composed of brief descriptions of various programs, activities, and services, which can be requested or applied for by State and local governments and domestic profit or non-profit corporations, institutions or individuals other than an agency of the Federal Government.

The Catalog includes:

- Grants, loans, loan guarantees, scholarships, mortgage loans and insurance or other types of financial assistance.

- Assistance in the form of provision of federal property, facilities, equipment, goods or services, including the donation of surplus real and personal property.

- Technical assistance, counseling and professional training.

Each entry in the catalog was reviewed, with specific attention to the stated program objectives, uses and use restrictions. Using former knowledge of the program and the information provided in the catalog, programs were singled out on the basis of the following criteria:

Level 1 - Program funds could possibly be used to fund corrections education related projects, but to our knowledge have not been utilized in this way.

Level 2 - Program funds can be used for corrections education related projects, and may have been in the past; but to our knowledge currently they are not.

Level 3 - Program funds are known to be used, at least in part, to fund corrections education related projects.

The Federal Catalog lists slightly under one thousand programs ; of these approximately 69 are either currently involved or could become involved in supporting corrections education related programs. We identified eighteen programs at Level 1 and 27 programs at Level 2. Twenty-four programs passed the Level 3 criterion and appear to be currently involved (to varying degrees) in funding corrections education related projects.

An analysis of the identified programs that legislatively have a mandate to provide assistance for corrections education related projects follows. Table 4-1 examines the type of federal assistance provided by the sixty-nine programs. The categories are non-discrete as an individual program can provide more than one type of service to differing agencies or individuals involved in corrections education.

4.2 FEDERAL CORRECTIONS EDUCATION PROGRAM DESCRIPTIONS

The following Federal corrections education program descriptions were derived from extensive interviews with HEW and other Federal program and policy officers. Various Federal reports, memorandums, project listings and descriptions were also utilized. In all cases, the information represents the most accurate description of the program and its relationship to corrections education that was available. In several cases, as with the 1972 GAO report, we were unable to determine the amount of funds expended in the area of corrections education (e.g., SEOG - Supplementary Education Opportunity Grants). The program descriptions are

TABLE 4-1

CORRECTIONS EDUCATION SERVICES
PROVIDED BY FEDERAL AGENCIES

Type of Educational Program

Remedial (19) GED (14)
Post Secondary Educ. (26)
Vocational Education (25)

Other Training (24)
Job Experience (15)
Other (29)

Resources Provided

Staff (35)
Books (32)
Materials (38)
Jobs (14)
Student Financial Assistance (10)

Setting

Institution (29)
Community (44)
School (37)
Other (3)

Grantee

Corrections Agency* (10)
School (37)
State Education or Vocational Education Agency (20)
Student (10)
Other (21)

Population Served

Juvenile (32) (up to age 18)
Youthful Offender (48) (age 18-24)**
Adult (41) (specifically 21 or over)
Needy or disadvantaged (23) (any age)
Other Special (16)

Staffing Provided

Corrections (7)
Educators (34)
Counselors (22)
Support Staff (15)
None (15)
Other (11)

* Includes mainly programs sponsored by DOJ - other funding programs do not exclude applications from CJ agencies but they do not explicity solicit them.

presented in separate subsections as follows: Health, Education & Welfare, Department of Justice and Department of Labor program descriptions. The program descriptions are hierarchically structured, that is, the principal agency is identified (e.g., Department of Health, Education & Welfare), the office within that agency (e.g., Office of Education), followed by the program within that office (e.g., vocation education) or the authorizing legislation (e.g., Title I of the Elementary and Secondary Education Act), and lastly, when available, individual specific projects funded by the program (e.g., University of Southern California's teacher corps program to train interns to work with inmates).

4.2.1 Office of Education - DHEW

Title I of the Elementary and Secondary Education Act of 1965

The purpose of Title I is to improve the educational programs of local educational agencies serving areas having concentrations of children from low-income families. Title I of the Elementary and Secondary Education Act of 1965 was amended in November 1966 by Public Law No. 89-750, to include education or educationally related services to children living in states and locally administered institutions for neglected or delinquent children.

The Catalog of Federal Domestic Assistance contains the following Corrections Education related programs under this authorization:

- Educationally Deprived Children - Grants to Local Educational Agencies.

- Educationally Deprived Children in State Administered Institutions Serving Neglected or Delinquent Children.

Grants are available to state agencies for those institutions which operate a school program and to local educational agencies or other public and private non-profit institutions for delinquents. The grants

are based on applications which must describe the special educational needs in the institution and the proposed educational projects which are designed to meet the most crucial of those needs. Although the Office of Education administers the provisions of the Act and provides overall program leadership, it is the state departments of education which are authorized by Title I to approve project applications, consequently, there is very little Federal control over how the money is spent.

- Educationally Deprived Children - Grants to Local Educational Agencies:

  This program is designed to expand and improve educational programs to meet the needs of educationally disadvantaged children in low-income areas whether enrolled in public or private elementary and secondary schools. Individual projects are designed to supplement, not supplant, those services normally provided by state and local educational agencies.

  The direction of services provided under this program are determined by local needs. Funds have been used to promote special education programs for low-income groups. Some project activities have been focused at keeping the delinquent and potentially delinquent youth in the community and in school. However, it is impossible to determine the extent to which these activities can be called corrections education.

  In fiscal years 1976 and 1977 an estimated 4,275,000 children in 13,300 school districts will be served. Approximately 225,000 of these children will attend non-public schools.

- Educationally Deprived Children in State Administered Institutions Serving Neglected or Delinquent Children:

  This program is administered through the Division of Education for the Disadvantaged Bureau of School Systems. Its objective is to expand and improve educational programs to meet the special

needs of institutionalized children, which includes children under 21 years of age living in adult institutions.

In the 1973-4 school year, $22,777,833 was allocated for 46,570 eligible delinquent children living in 385 state administered institutions. At the same time, approximately $4,000,000 was allocated to 19,395 eligible delinquent children living in 315 locally administered institutions. These children were served through grants made through the local school districts.

In 1975-76 school year $25,375,000 was allocated to 41,546 eligible delinquent children living in 564 state administered institutions. At the same time, approximately $4,200,000 was allocated to 21,120 eligible delinquent children at 445 locally administered institutions. There were 115,007 institutionalized neglected and delinquent children in state institutions who were counted for computing of allocations for 1976.

For fiscal 1977 the Office of Education is allocating $43,298,052 for compensatory education programs for neglected or delinquent children in state and local institutions and for juveniles detained in adult correctional facilities. The average period of detention is from 4 - 6 months, with the educational emphasis on reading, math and communication skills - and in getting the children interested in the education.

LEAs will receive $4,578,385 and SEAs $19,054,656 for the 22,274 delinquent children located in 312 local institutions and the 30,738 delinquent children in 339 state institutions. For juveniles detained in adult correctional facilities the situation is the following. There are 43 locally administered correctional institutions providing for 1,739 juveniles under Title I, and 247 state correctional facilities providing compensatory education for 13,032 juveniles. LEA's get $415,417 and SEAs receive $7,833,615 for these programs. The total amount received for all juveniles in detention is nearly $32 million.

With continued and increased funding, the opportunities are great for this particular program to develop more appropriate programs for the delinquent children while at the same time discovering more effective general approaches to compensatory education.

Title II of the Elementary and Secondary Education Act of 1965

Title II of this Act authorizes the Commissioner of Education to carry out a program for making grants for the acquisition of school library resources, text books, and other materials for the use of children in public, private, elementary and secondary schools. Grants are made to states which in turn distribute the funds to the school systems. Some of the funds are provided to state and local agencies operating correctional institutions. We were unable to get an estimate from the Office of Education of funds for corrections education programs allocated under this Title.

Title III of the Elementary and Secondary Education Act of 1965

Title III of this Act enables schools to provide programs presently unavailable to children. Title III funds will raise the quality of educational service already offered as well as stimulate the development and evaluation of experimental elementary and secondary education programs. Fifteen percent of the programs funds is mandated for projects serving handicapped children. Other funds are mandated for projects in guidance, counseling, and testing.

Originally, the Commissioner of Education made grants directly to local education agencies. Beginning in FY 71, 85% of Title III funds were administered by state educational agencies, with the remaining 15% to be used at the Commissioner's discretion within the individual state. Now, as of FY 76 remaining discretionary funds under this program have been transferred. Under the Educational Amendments of 1976 Supplementary Educational Centers and Services has been consolidated under Title IV of the ESEA. The amount of funding available is fixed at that allocated for FY 75.

Several of the Title III projects have components dealing with the problem of juvenile delinquency; and state departments of education generally fund some projects related to drop-out prevention. In 1975, $594,000 was allocated under Title III for juvenile delinquency related education program areas. $330,000 was estimated for 1976, but specific information as to final amount spent in this area in 1976 is not known.

Title IV of the Elementary and Secondary Education Act 1976 Amendments

Title IV of the Elementary and Secondary Education Act as amended by Public Law 93-380 includes a program for Educational Innovation and Support. This program represents the consolidation of five program areas: Dropout Prevention (Title I), Supplementary Educational Centers and Services; guidance, counseling and testing (Title III), School Health and Nutrition Services for Children from Low Income Families - School Leadership in Coordinating Health Services (Title VIII), and Grants to Strengthen State Departments of Education - Special Projects and Grants to States (Title V).

Under Title IV the use of funds is as follows:

1) Strengthening state and local educational agencies. Funds expended for these purposes must improve state and local educational management capabilities, including comprehensive evaluation and planning. A legislatively limited portion of the funds (15%) may be used for these purposes.

2) For the remainder of the funds, 15 percent must be spent on special programs or projects for the education of children with specific learning disabilities and handicapped children; and expenditures for programs and projects for non-public school children that will be equal to expenditures for public school children. These funds are awarded on a competitive basis by the State to local education agencies to support supplementary educational centers and services, innovative projects, dropout prevention projects, and health and nutrition programs.

We were unable to obtain specific data regarding corrections education projects to be funded under the consolidated program.

$172,888,000 was obligated to this program in FY 76. An estimated $184,521,852 is obligated for FY 77.

Title I of the Higher Education Act of 1965

Title I of the Higher Education Act of 1965 provides federal funds in strengthening community service programs of colleges and universities. These programs were designed to assist in the solution of community problems. There have been several programs that were funded to deal primarily with offenders. As more substantial amounts of money became available through other programs in HEW and the Department of Justice, activities supported by Title I diminished considerably. However, a few projects of experimental nature are still supported. They include the training and counseling of youth in correctional institutions and helping disadvantaged out of school young people to rediscover their academic abilities and pursue further training. There also exists some staff training projects for participants who must deal directly with delinquents.

Under Title I, Congress appropriated $9.5 million a year for FY 69-71. However, of the total fund of $28.5 million, only about $29,000, $20,000 and $29,000 were applied to programs aimed at criminal offenders during those fiscal years. In 1973, three projects in three institutions were activated at the cost of $29,549 in federal funds. This involved 440 participants. In FY 74, approximately $30,000 was applied to juvenile delinquent projects involving 450 participants. In FY 75, an estimated $107,000 was applied to 6 juvenile delinquency projects with approximately 435 participants in 4 states. The legislative authorization for Title I expires in 1976; no funds have been released for the Title I program in FY 76 and none are requested for FY 77.

Title II of the Higher Education Act of 1965 - College Library Assistance and Library Training and Research

Title II of the Higher Education Act provides for college library programs, training, and research. Monies under Part A of this Title are used to assist and encourage institutions of higher education in the acquisition of library resources, including law library resources. Part B of this Title is designed to assist with and encourage research and training of persons in librarianship.

Under Title II, there have been several programs funded that pertain directly to corrections education. In 1972-74, the Burlington County College located in Burlington, New Jersey trained and gave associate degrees in library and audio visual technology to a group of inmates and ex-offenders. (6 parolees, 12 inmates and 5 ex-offenders not on parole). More recently in 1974, and later in 1975, the Bureau of Library and Educational Technology of OE, founded, under the Higher Education Act two programs that were designed to train librarians who were to work in corrections facility libraries. One program for 18,000 was a two week seminar, while the other program conducted at Sam Houston University in Huntsville, Texas was a year long effort costing $135,000 and training 20 librarians.

Title IV of the Higher Education Act of 1965

Title IV of this Act provides financial assistance to students attending or admitted to institutions of higher education making available the benefits of post secondary education to qualified students who, for lack of financial means, would be unable to obtain such benefits. This Title of the Higher Education Act authorizes all of the major student aide programs available for post secondary education. Part A of the Title provides for grants to students who are accepted or attending institutions of higher education. Two major programs, funded under this

subpart, the Basic Educational Opportunity Grant Program and the Supplemental Educational Opportunity Grant Program, are utilized by institutionalized offenders on an on-going basis. Parts C and D of this Title provide for work study and cooperative education programs. Traditionally these resources have not been utilized to assist offenders in obtaining post secondary education; however, the opportunity for funding under these subparts exists. Programs with a potential for funding corrections education are dealt with in a separate subsection.

o The Fund for the Improvement of Post-Secondary Education

The Education Amendment Act of 1972 authorized the Secretary of HEW to improve the post-secondary educational opportunities by providing assistance to educational institutions and agencies for a broad range of reforms and innovations. Established as the Fund for the Improvement of Post-Secondary Education and located in the Office of the Assistant Secretary for Education, the Fund program has now been operating for four years.

The Fund is a governmental grant-making organization. The authorizing legislation for the Fund identifies eight purposes for which grants and contracts may be awarded. To achieve these eight specific directions for improvements to be pursued by the Fund, the Fund administers a comprehensive program competition to which applicants are invited to submit proposals related to any or all of the purposes for which the Fund can make awards.

The eight purposes for which grants and contracts may be awarded are the following:

1) Expanding educational opportunities to populations poorly served
2) New approaches to aid prospective educational consumers
3) Faculty development and new incentives for effective teaching
4) Improvement of instructional services

5) Leadership development

6) Institutional development and renewal

7) Integration of work and education

8) Development of assessment techniques for evaluation of program quality and individual learning

Although several of the grant and contract areas lend themselves to corrections education program implementation, few corrections education programs have been supported by the Fund. During its first three years, the Fund held 9 separate competitions through which post-secondary education institutions and agencies submitted over 7,000 proposals for improving education services. Of the 7,000 proposals, 288 were selected to receive awards that totalled $31.5 million dollars. Fewer than 10 programs during this period were funded to improve corrections education projects and only 3 such programs are currently being funded.

- Supplemental Educational Opportunity Grants

Under this program, assistance is provided to high school graduates of exceptional financial need to enable them to pursue post-secondary education. Grants are made directly to institutions of higher education which in turn select students for the award. Colleges or universities must offer at least two years of baccalaureate study; technical; business schools, at least one year course study, or a proprietary institution of higher education, at least a six month course of study. Grants ranging from $200 to $1,500 per academic year are awarded to students accepted or enrolled for half-time study, in good standing, and who have exceptional financial need.

In FY 76, 400,000 students participated in the program; an estimated 445,000 will participate in FY 77. Because of the lack of specificity in application procedures the Office of Education was unable to provide us with an estimate of the number of incarcerated persons utilizing program funds.

- Basic Educational Opportunity Grants

Basic educational opportunity grants are restricted to undergraduate students enrolling at eligible institutions of higher education, on at least a half-time basis. Eligible institutions include public or private non-profit institutions of higher learning. Students are eligible for up to four years of undergraduate study. The amount of grants is determined by family contribution schedules, cost of education and level of appropriation. Grants may range from $200 to an estimated $1,400 with an average award of $850 in academic year 1976-1977. The standard application forms as approved by the Office of Management and Budget must be used for applicants to this program. With this application format, there are no means for determining the number of offenders applying for or receiving assistance. We were unable to obtain even an estimate as the number of offenders participating in this program. Approximately 400 Federal inmates received BEOG funds according to the Education Division of the Bureau of Prisons. It was estimated that a total of nearly 3,000 inmates of state and local prisons were also receiving BEOG grants.

This results in approximately $9.2 million of the $801.9 million total BEOG estimated for fiscal 1977 went to offenders. In FY 77 an estimated $1,100,000,000 will be awarded.

Title V of the Higher Education Act of 1965

Title V of the Higher Education Act of 1965 provides for education professions development. The purpose of this Title is to improve the quality of teaching to help meet critical shortages of adequately trained educational personnel by poviding high quality training and retraining opportunities for professionals, and helping to make educational personnel training programs more responsive to the needs of the schools and colleges.

Authorized under this Title is the Teacher Corps Program. This program, since its inception, has provided teacher training to strengthen the educational opportunities available to children in areas having concentrations of low-income families. One area of program effort is youth advocacy. Although, this component of the Teacher Corps Program represents only 10% of overall program effort, it has a strong relationship to corrections education.

- Teacher Corps Program

  The Teacher Corps Program is designed to improve the education opportunities of poor children and to broaden teacher training programs at colleges and universities. The Teacher Corps operates a youth advocacy program which has the same overall objectives but which deals specifically with youthful offenders, adjudicated delinquents, and socially maladjusted youths - in an institutional setting. Teacher Corps correction projects, as well as standard projects, operate over a two year period.

  During the past four years Teacher Corps has funded a variety of projects which resulted in teaching interns being placed in several types of correctional facilities. In FY 74, four 7th cycle projects completed their second years of program activities. These 7th-

cycle projects included the University of California and the University of Oregon projects which emphasized training teachers for youth correctional programs and assisting the public schools in providing (approved) educational programs for students returning from correctional facilities. The remaining two 7th-cycle Teaching Corps interns worked in community rehabilitation programs for youthful offenders. FY 74 also saw two projects being funded for first year of operation as part of the 8-cycle. These were Fordham University and Sacramento State College. In both of these projects teachers were trained to work with delinquent populations.

In FY 75, two 8-cycle projects, the University of Southern California and the Union of Experimenting Colleges and Universities (Antioch College, Ohio), started their second year of activities which began in FY 73. Project emphasis was on training interns to work with inmates. In additon, two new 10th-cycle projects were also funded in FY 75. These were significant in that they represented a policy of moving away from prisons as a target population. Project focus was on dealing with problems of preventing incarceration and reentry into the school and community. Regular teachers at both facilities, the Baltimore Public Schools, Maryland and Loretta Height College, Colorado are involved in in-service training program with heavy concentration on the teacher/counselor's role in working with troubled youth.

FY 76 saw four 9th-cycle projects receive their second year funding. These included projects located at the Arizona State University, the Unviersity of Southern California, New Jersey State Department of Education and Vermont State Department of Education. In addition, it is expected in FY 76 that five new sites

will be funded in the 11th-cycle to function within the framework of a public school's system elementary-secondary program, or within a school program of a state or local juvenile justice system. This could include academic and vocational schools located in five detention centers, with in close institutions, or in community-based alternatives to juvenile institutions.

In October of 1976 the LEAA Office of Juvenile Justice and Delinquency Prevention transferred $2.0 million dollars to Teacher Corps youth advocacy projects. These funds were used to support an additional component to ten cycle 9 and 10 projects to explore and develop models to combat crime, violence, and fear of crime in the schools.

The ten projects vary in their approach. They have one common factor; that is the utilization of student participation to develop and implement strategies for combatting crime and violence in the schools. Three projects are developing alternative approaches to instruction as a means of maintaining the involvement of troubled youths in schools. One project is focusing on the problem of reentry for juveniles returning to the community after release from a juvenile training school.

In the past, Teacher Corps has funded a variety of projects which place student interns in several types of correctional settings. In 1977, it is expected that the Teacher Corps will be continuing their involvement in the corrections field.

Adult Education Act - Elementary and Secondary Education Amendments of 1966

The purpose of this Act is to expand educational opportunities and encourage the establishment of programs of adult public education that will enable all adults to continue their education to at least the level of

completion of secondary school and to make available the means to secure training that will enable them to become more employable, productive, and responsible citizens.

Over the years, the Adult Education Program has provided educational services to thousands of inmates in federal and state institutions.

o Adult Education Program

The objective of the Adult Education program is to expand the educational opportunity for adults by encouraging the establishment of projects that will enable adult inmates to continue their education, at least to the level of completion of Secondary School, and to make available the means to secure training that will enable them to become more employable, productive, and responsible citizens.

Matching grants, based on an allotment formula, are made to states for adult education programs to be carried out by the local educational agencies and private non-profit agencies. The past six years has seen the tremendous growth in program services provided in correctional institutions. In FY 69 the States expended $1,403,000 in federal funds under this program to provide adult basic education for approximately 20,000 inmates; in FY 70, the amount was $2,610,000 for about 29,000 inmates and in FY 71 $2,109,000 for about 32,000 inmates. By 1974, this figure had grown to $5,206,000 and for 58,000 inmates.

In the past, grants were also made directly to local educational agencies or the public and non-profit agencies for special projects which had national significance and which promoted comprehensive

or coordinated approaches to the problems of adult inmates who had not received high school diplomas or the equivalent. These grants, which amounted to about $135,000 for FY 70 and approximately $187,000 in FY 71, generally required a non-federal contribution of 10% of the cost of the project.

Title I of the Library Service and Construction Act

Title I of the Library Service and Construction Act provides federal funds to assist states in the extension and improvement of public library services, including those libraries in institutions. Under this state-administered Act, public library services are extended to areas where they are inadequate; libraries are improved in residential facilities operated or substantially supported by the state.

The appropriation for Title I of the Act was $1.2 million for FY 75.

Vocational Education Act

This Act strengthens and improves the quality of vocational education and expands vocational education opportunities. Grants are provided to states to assist them to maintain, extend, and improve existing programs of vocational education, to develop new programs of vocational education. Special populations are suited for particular emphasis in the delivery of program services; they are: youths, persons of limited English-speaking ability, handicapped persons, and persons other than handicapped who have academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational education program. Offenders and incarcerated persons are part of this latter group.

Trade and occupational training programs provided by the states under the Vocational Education Amendments of 1968 include projects for inmates of correctional institutions. However, the vocational education reporting system does not collect data on funds allocated for inmates.

We have received information from several states that indicate that the states are using increasing amounts of money and technical assistance in vocational education programs for delinquent youth residing in correctional institutions. Based on a review of these identified state programs we can reach some conclusions. Programs are generally planned and implemented in coordination with other agencies such as correctional, welfare, vocational rehabilitation, and employment services to provide vocational training for students in federal prisons and state and local juvenile correctional institutions and detention homes and even in many elementary and secondary school settings. Additional services provided by these programs include occupational orientation, guidance and counseling, remedial education, individualized instruction and additional equipment and supplies.

In FY 69 federal funds to the amount of $550,000 were used to support the training of 18,000 inmates. By 1970 federal funds to the amount of $775,000 were used to train 25,000 inmates, and a year later, in 1971, 33,000 inmates were enrolled at an estimated cost of $1.188 million dollars.

In FY 73, the last year that, to our knowledge, completed data on a state by state basis is available, the total amount was $14,533,697 for 39,751 inmates. An additional $10,397,587 was provided by state and local V.E.A. related funds. The average cost per inmate was $376 per year. In 1975, $3.5 million of adult vocational education monies went to juvenile delinquency programs. Given that in 1973, approximately $2 million of the $4.5 million VEA funds allocated went to juvenile delinquency programs, we have estimated that the 1975 allocation for both juveniles (which we know to be $3.5 million) and adults, (which we have maintained at the 73 level - $2.5 million) to be approximately $6 million.

4.2.2 Office of Human Development - DHEW
Rehabilitation Services Administration

The Rehabilitation Services Administration of the Social and Rehabilitation Services provides financial support and leadership for state programs of vocational rehabilitation. Each state administers and supervises its own program. Although individual states may provide some services to public offenders, there is no reporting by the state of the cost of this type of service. However, many state rehabilitation agencies have developed programs to provide physically and mentally handicapped delinquents and inmates with services they require to make adequate vocational adjustment in the community. These services are usually provided through the basic support program in coordination with public correctional agencies, institutions, probation oficers, and the courts.

Office of Youth Development

In 1975, 50 project grants for local youth service systems were awarded to phase out the youth service systems program that had been authorized by the Juvenile Delinquency Prevention Act and which expired on June 30, 1975. Technical assistance, training and information services necessary for the phasing out of this entire program were also provided.

The Office of Youth Development in the past assisted states and localities in coordinating the various programs and resources available for the prevention, treatment and control of juvenile delinquency. This was accomplished through the award of grants or contracts to public or non-profit agencies to implement coordinated youth services programs. The Office of Youth Development furnished through grants or contracts training and technical assistance to assist in the development and operation of youth services programs and in matters relating to the prevention of delinquency. Since 1971, the Youth Development Program has supported over 103 youth services systems (YSSs) throughout the nation, that have provided integrated services which has allowed agencies to work together to achieve common objectives.

Programs have varied in scope from the assignment of part-time counsellors to correctional institutions, to the installation in reformatories of comprehensive vocational rehabilitation units, including a full array of personnel, equipment and services.

4.2.3 National Institutes of Mental Health - DHEW

The Center for the Study of Crime and Delinquency

The National Institute of Mental Health has a mandate under the National Mental Health Act of 1946 and subsequent legislation to undertake and foster research on problems of human behavior related to mental illness and mental health, to promote the useful social application of findings from such research, to train persons in matters related to mental health, and to assist states and communities in the use of the most effective methods of preventing, diagnosing and treating mental health problems. The focal point in NIMH for research training and related activities is concerned with problems of mental health reflected in various types of deviant and violent behaviors that often involve violations of the Criminal Justice Juvenile law is the Center for Crime and Delinquency. Furthermore, the Center requires that attention be given both to the individuals who engage in deviant, maladaptive, aggressive behaviors, and to the larger social contexts in which the behavior develops, are observed, and are responded to in accordance with prevailing social norms and practices. Thus the Center's program encompasses problems in areas of individual and community mental health that are also the concern of law enforcement agencies, criminal justice agencies, schools, social welfare agencies, and other public and private agencies at national, state and local levels. The Center's program activities and the juvenile delinquency and adult criminal behavior areas include the development of scientific knowledge of source and patterns of delinquency related behavior; the development, testing, and evaluation of new program models for handling and coping with such behaviors by means short of institutionalization; and the development of improved educational (training)

strategies for the more effective applications of behavioral and social science knowledge to the solution of criminal delinquency problems at national, state and local levels. The Center's program is conducted primarily in the form of research and training grants which are awarded to persons submitting successful proposals for support in work related to crime, delinquency, deviant behavior, individual violent behavior, and law and mental health interactions. NIMH, and more specifically the Center for Studies of Crime and Delinquency, do not directly support any corrections education program; however, they do conduct research and provide training grounds for individuals working in this area.

4.2.4 Office of Upward Mobility - DHEW

Project START

Project START is a small part of the Federal City College Lorton Project, a complex and largely successful rehabilitation project for men either incarcerated in or paroled from Lorton Prison in Lorton, Virginia. Specifically, Project START is designed to provide an opportunity for paroled men to obtain a college education while working as para-professionals for various officials of HEW. The project began in FY 70 and was initially funded jointly by the Office of Education and the Civil Service Commission. Currently Project START is administered out of HEW's Office of Upward Mobility (personnel). This is a small in-house corrections education project supported by HEW.

Budget Allocation for Project START

1973 - $ 86,000	47 participants
1974 - 98,000	39 participants
1975 - 103,000	36 participants
1976 - 178,000	34 participants

These allocations were to cover the cost of books, tuitions, and related expenses.

Interns in Project START are not awarded funds. They receive regular salaries which are at the same rate and level of other federal employees. The average salary for an intern this past year was $9,147 per year. This correlated to an average grade level of GS4-4. Agencies within HEW that have utilized Project START interns include Public Health Services (PHS), Office of Education (OE), Office of the Secretary (OS), and Social and Rehabilitation Services (SRS).

4.2.5 Department of Justice - Bureau of Prisons

Prisoners contined to federal institutions are provided correctional education to promote rehabilitation prior to their release. The goals of the federal prisons system are designed to meet specific needs of functional literacy, high school equivalency, marketable work skills, continuing education, personal growth experiences and positive use of leisure time. The response to these needs is translated into the following four programs.

1. Adult Basic Education: consists of remedial activities designed to bring each inmate with the need and ability to a minimum of sixth grade level in reading, writing and computation.

2. Adult Secondary Education: consists of activities designed to help inmates complete a high school program. Inmates complete an ASE program by earning a General Education Development (GED) certificate or regular high school diploma.

3. Post Secondary Education: is provided for offenders who have completed high school and want to continue their education. To the extent that the need, interest and ability to succeed in college level programs exists among the offender population, institutions of higher education are utilized to provide such services. In fact, during 1975, approximately 3,000 federal offenders completed over 9,000 college courses; 158 earned AA degrees, 19 Bachelor's Degrees, and 2 Masters Degrees.

4. Occupational Education: is designed to improve the employability of offenders through formal vocational training, apprenticeship programs, on the job training in institutional shops and prison industries and work release in the community.

5. Social Education: focuses on inmates understanding themselves better, developing realistic self-concepts, gaining appropriate skills and interpersonal relationships and coping with problems they must face as consumers, family members, wage earners and responsible citizens.

Number of Course Completions, Fiscal Year 1975
(Bureau of Prison Statistics)

Adult Basic Education	2,672
Adult Secondary Education	4,288
Occupational Education	8,084
Social Education	5,303
Post Secondary Education	9,126
TOTAL	29,473

During FY 75 expenditures for education and training staff salaries expenses in the federal prison system totalled approximately $11.4 million compared with approximately $4 million 10 years ago. Money for the education and training courses from two primary sources: earnings, (profits from the Federal Prison Industry Inc. (FPI), and Congressional appropriations.

The Bureau of Prison Education Administrators and Instructional Staff are involved, on a continuing basis, in experimental/demonstration grant funds administered through a third-party agency such as institutions for higher education and school districts or other community based agencies and/or organizations.

4.2.6 Law Enforcement Assistance Administration, Department of Justice

The Law Enforcement Assistance Administration (LEAA) has four program areas in which funds can be expended to benefit the criminal offender. These areas are:

- o Block grants distributed to states pursuant to Part C of the Omnibus Crime Control and Safe Streets Acts of 1968, as amended.
- o Discretionary grants awarded on the basis of the same part of the Act as above.
- o Funds awarded by the National Institute of Law Enforcement and Criminal Justice, pursuant to Part D of the Act.
- o Block and discretionary grants awarded under Part E of the Act, grants for correctional institutions and facilities.

A summarization of these four principal areas follows:

1. Block grants under Title I, Part C of the Omnibus Crime Control and Safe Streets Act.
   Funds are awarded under the block grant program to encourage states and units of general local governments to carry out programs and projects to improve and strengthen law enforcement. The basis for an award is a state plan approved by LEAA.

2. Discretionary grants under Title I, Part C of the Act.
   The law authorizes 15% of the funds appropriated under Part C of the Act to be allocated among the states at the discretion of the administration for grants to state agencies, units of general local government, or combinations of such units. Such awards may be made according to criteria and on the terms and conditions determined by LEAA.

We made an analysis of discretionary grants approved by LEAA from 1974 to 1976 and found that approximately 2.4 million had been awarded for projects which had a direct influence on criminal offenders. However, during this same period, nearly $19.8 million of block monies has gone into corrections education.

3. National Institutes of Law Enforcement and Criminal Justice.

The purpose of Part D of this Act is to provide for and encourage training, education, research and development for the purpose of improving law enforcement and developing new methods for the prevention and reduction of crime and for the detection and apprehension of criminals. The National Institute was established pursuant to Part D and received appropriations of approximately 40 million in FY 75.

4. Grants under Title I, Part E, the Act.

Under this program, which received initial funding in FY 71, block grants of one half of the total Part E appropriations are made to the states, on the basis of their population, for projects in the corrections segment of the criminal justice system.

The remaining half of the Part E appropriations are allocated by LEAA at its discretion. In the past, LEAA had distributed these funds to the individual states in the form of supplemental awards based on the states planning agencies statement of planned usage.

Although Part E highlights corrections, states have become increasingly aware of correctional needs and education and training for inmates and have been known to use action funds, (Part C) for programs in this area. Thus, both Part E and Part C block monies have funded a variety of programs for inmates in job training, secondary education, education release, and college education. Another part of Part E addresses the need for staff training and has language making it encumbant upon the state to

provide satisfactory assurance that it is engaging in projects to include the recruiting, organization training and education of personnel employed in correctional activities. In addition to Part E, Section 402 of Part D and Section 406 established an education assistance program for personnel. As a consequence, programs under Part E have been funded for offenders education and training and a number of major program categories have been established for personnel as well.

o Corrections Education Funding

The Law Enforcement Assistance Administration funds corrections education projects through agency discretionary grants and block grants awarded to state planning agencies (SPA's). Corrections is strongly emphasized and supplementary grant funds for corrections are appropriated.

While LEAA agency officials can award discretionary grants in corrections education and encourage development in this area, SPA's and state applicants for funds determine the bulk of corrections education projects. As Table 4-2 demonstrates, monies controlled by the states has increasingly, over a three year period, gone into corrections education projects, as compared to LEAA controlled discretionary funding for such projects.

In addition to interviews to determine LEAA interest in corrections education, MetaMetrics estimated levels of corrections education funding and analyzed LEAA's discretionary and SPA block grants allocated for corrections education projects.

The LEAA Grant Management Information System (Profile Information) provided a printout of 498 projects funded during Fiscal Years 74-76 under the heading "Employment, Training, Education, Tutoring Programs".

Each project printout included award dates, finding, grantee, block or discretionary, and a project description. From project descriptions, education and vocational education projects were identified. The bulk of the projects, 351 or 70.5%, were essentially counseling, halfway house facilities, custody and other program oriented. The programs and projects

we identified as corrections education projects actually delivered education services to inmates and offenders.

The GMIS contains all LEAA discretionary grants. Block grant award information is provided by SPA's and is not complete, approximately 80% of awards are recorded. Block grant projects identified were increased by 25% to approximate actual totals.

Table 4-2 summarizes the block and discretionary grants and corrections education grants for FY 74-76. Total grant funds available were reduced drastically in 1976. Total funding for corrections education did increase through 1976.

Over the three year period, SPA controlled block grants accounted for 89.2% of all LEAA funded corrections education grants. In 1976, the total amount for corrections education grants was $10.7 million. The proportion of total funds awarded to corrections education has gradually increased.

Table 4-3 shows the number of corrections education grants for FY 74-76 which is consistent with the funding level increases over the three year period. The average grant amount in 1974 was $105,000 as compared to $62,000 in 1976. The split between Vocational Education and Education Projects has been approximately equal.

Table 4-4 shows the education component emphasis of LEAA corrections education projects that were not primarily vocational in thrust. Of those project descriptions listing only one component, the major proportion, 61.3%, listed remedial education. GED was second at 12.9%.

Those projects listing more than one component averaged three (3) components each. Again, remedial education was the major focus, with 81% indicating this component. GED was a close second at 78.6%. Table 4-5 shows the secondary components of vocational education projects with 13.7% listing remedial as a component.

SPA's are the means of funding Corrections Education projects with LEAA monies. Number of corrections education projects and level of funding has gradually increased. Remedial education is the major focus of these projects.

TABLE 4-2

LEAA BLOCK & DISCRETIONARY GRANTS, 1974-1976

($ millions)

FY	TOTAL	TOTAL C.E.	% C.E.	BLOCK	BLOCK C. E.	% C.E.	DISC.	DISC. C.E.	% C.E.
74	$ 696.8	2.1	.3	$ 536.7	1.9	.3	$ 160.1	.2	.1
75	$ 730.8	9.4	1.3	$ 536.7	8.6	1.6	$ 194.1	.8	.4
76*	$ 592.4	10.7	1.8	$ 438.6	9.3	2.1	$ 153.8	1.4	.9

* Total represents FY 76 of a 12 month period.

TABLE 4-3

NUMBER OF LEAA C.E. GRANTS, 1974-1976

FY	BLOCK			DISCRETIONARY			TOTAL, BLOCK & DISCRETIONARY		
	Ed.	V.E.	Total	Ed.	V.E.	Total	Ed.	V.E.	Total
74	10	9	19	-	1	1	10	10	20
75	43	47	90	-	3	3	43	50	93
76	90	75	165	5	2	7	95	77	172

TABLE 4-4

EDUCATION COMPONENTS OF LEAA C.E. PROJECTS
(not primarily vocational)

Components	One Component Projects		More Than One Component	
	Number	% of Total	Number	% of Total
Remedial	19	61.3	34	81.0
G.E.D.	4	12.9	33	78.6
Post Sec.	1	3.2	15	35.7
Voc. Ed.	-	-	30	71.4
Training	-	-	4	9.5
Library	2	6.5	1	2.4
Other*	5	16.1	2	4.8
TOTAL	31	100.0	42	-
Av. No. of Components	1		3	

*Includes Survival/Camping, Learning Disabled, Arts, and Training for Educators

TABLE 4-5

EDUCATION COMPONENTS OF LEAA
CORRECTIONS EDUCATION VOCATION EDUCATION PROJECTS

Components	Number	% of Total V.E.
Remedial	10	13.7
GED	2	2.7
Post Sec.	2	2.7
Training	7	9.6
Other*	1	1.4
TOTAL V.E.	73	-

*Training for Educators

4.2.7 Department of Labor

Comprehensive Employment and Training Act of 1973

The purpose of the Comprehensive Employment and Training Act of 1973 (CETA), is to provide job training and employment opportunity for economically disadvantaged, unemployed, and under-employed persons, and to ensure that training and other services lead to maximum employment opportunities and enhance self-sufficiency by establishing a flexible and decentralized system of federal, state and local programs. Although not a duplication of the Manpower Development and Training Act, CETA provided for the orderly transition of supporting job training programs under the MDTA of 1962. For many years the Manpower Development Training Act was the primary vehicle by which the Department of Labor had conducted research, demonstration and pilot projects to learn more about the problems of criminal offenders and their training and job adjustments. In the past, these efforts have included vocational training for inmates, experimental pre-trial intervention programs, model projects for employment services, and federal bonding programs.

Under the MDTA, the inmate training was a joint responsibility of the Department of Labor and HEW. In this arrangement the Department of Labor was responsible for administrative costs and providing stipends to enrollees while the Department of HEW was responsible for training course materials and presentation. CETA also provides for a cooperative joint venture between DOL and the Office of Education of HEW. Title I of CETA provides for 5% of CETA funds going to Governors of states. The legislation requires that the Governors in conjunction with their State Boards for Vocational Education, or appropriate agencies, be "advised and get approval from HEW". If any of their proposed projects involve HEW-related activities.

Of particular interest in the CETA Act is Title III - Special Federal Responsibilities. Part A, Special Manpower Target Groups of Title III authorizes the Secretary to use funds to provide additional manpower services as authorized under Title II to segments of the population that are in particular need of such services. This includes youth, offenders, persons of limited English-speaking ability, older workers and any other persons which the Secretary may determine to have particular disadvantage in the labor market. With respect to programs for offenders, the Secretary shall establish appropriate procedures to ensure that participants are provided with such manpower training and related assistance and support services - including basic education, drug addiction or dependency rehabilitation, health care and other services - which will enable them to secure and obtain meaningful employment. To support such programs, the Secretary shall develop information concerning the special need of offenders for such services, including special studies regarding the incidence of unemployment among offenders and the means of increasing employment opportunities for the offenders.

Total expenditures for inmate programs are not readily available. The Bureau of Labor Statistics, in the 1976 Employment and Training Report of the President, states that comprehensive data on the labor force status of offenders are not presently available; and data necessary to satisfy CETA requirements in this area would be difficult to obtain, except at exceedingly large cost.

CETA Title I, Comprehensive Manpower Services

This program is directed to providing training and employment opportunities to the unemployed, underemployed, and disadvantaged. 80% of available funds are allocated to prime sponsors according to a formula based on utilization of previous FY funds, number of adults in low-income families,

and rate of unemployment. States are allocated 1% of the amount allocated by the formula for the cost incurred in staffing and servicing required State manpower services councils, 4% of the total Title I funds for statewide manpower services, and 5% of total Title I funds to be utilized at the Governor's discretion to provide financial assistance for vocational education.

Specific data regarding offenders receiving services provided under Title I are not available.

CETA Title II Public Employment Programs

This program provides transitional employment in public service jobs to unemployed or underemployed persons residing in areas of high unemployment. 90% of the funds made available must be used to pay wages and fringe benefits to participants. At least 80% of the funds available are allocated among eligible applicants based on the proportion of unemployed persons residing in each area of substantial unemployment.

The Department of Labor was not able to provide data regarding the number of offenders employed by programs under this Title of the Act.

CETA Title III Special Federal Responsibilities

Corrections programs administered by the Department of Labor are, for the most part, authorized under Title III of CETA. This Title has two parts. Part A is designated for programs to benefit special manpower groups. Special groups identified in the legislation are segments of the population that are in particular need of such services, including youths, offenders, persons of limited English-speaking ability, older workers, and other persons who have particular disadvantages in the labor market. The research and

development arm of the Department of Labor is authorized under Part B: Research Training and Evaluation. Among the activities called for under Part B are those which may contribute to the formulation of manpower policy; development or improvement of manpower programs. It provides for funding of experimental programs that offer opportunities for employment and advancement through the reduction of discrimination and disadvantage arising from poverty, ignorance or prejudice.

The major programs administered under this Title are under the Office of Community Employment and Development. Specific programs related to corrections are the National Program for Selected Population Segments and the Apprenticeship and Journeyman Outreach Programs. A brief description of each program and available information specific to corrections education activities follows:

Office of Community Employment and Development

These programs are designed to attract persons from minority groups and to assist them in entering apprenticeship and journeymen programs, primarily in the construction trade. The second purpose is to promote the employment of minorities and other disadvantaged persons by providing guidance and assistance for those who wish to enter registered apprenticeship and journeyman programs. Local outreach projects are sponsored by such organizations as the National Alliance of Businessmen and the YWCA. Projects are located in 110 cities across the country.

The Department of Labor was unable to supply us with an estimate of the number of offenders enrolled in Outreach projects. However, the main thrust of this program is to recruit minority, low-income, and disadvantaged persons. On this basis it is fair to assume that there is some representation of offenders in the program, even though there is not existing mechanism to document it.

National Program for Selected Population Segments

This program has consistently been involved in corrections projects. Under the National Program for Selected Population Segments such projects as the Federal Bonding Program, Pre-Trial Intervention Program and Model Offender Program have been funded. We were unable to obtain specific data for the monies spent on these projects.

In 1976 this program sponsored its first open competition for discretionary funding. $20 million of discretionary monies were set aside to fund innovative projects for the following target groups: women, handicapped persons, youth, and other special population segments. Each CETA Prime Sponsor was allowed to submit one proposal for funding under this program. Review and awarding of funds was handled through appropriate DOL Regional Offices. A total of 82 projects were funded under this program, 6 of these projects, a total of $1,377,906 went to corrections projects.

Employment and Training Research and Development Projects

This program is designed to support employment and training studies to develop policy and programs, through actual project operation that test new ideas and improved techniques in meeting the manpower, employment and training problems of worker groups particularly difficult to employ. Demonstration and experimental projects as well as research grants are funded under this program. On the average, 125 separate research and demonstration projects are funded annually. Roughly a dozen, or 10% of those projects are for offenders. The Pre-Trail Intervention, Income Maintenance, Supported Work, Federal Bonding, and a number of vocational and job training programs began as experimental projects funded under this program.

In 1975, 18 grants were awarded in corrections, 6 dealt specifically with vocational training of offenders. The Office of Manpower Research and Development was unable to supply us with funding data on those other projects.

Apprenticeship Training Program

This program is authorized under the National Apprenticeship Act of 1937. It is designed to stimulate and assist industry in the development, expansion, and improvement of apprenticeship and training programs designed to provide the skills required in skilled crafts or trades. The Bureau of Apprenticeship and Training certifies apprenticeship and training programs for over 415 recognized occupations requiring indentured service.

Specific to corrections education is this program's coordination with federal and state prisons for the certification of apprenticeship and training programs. Currently there are 22 prisons with registered apprenticeship programs. Table 4-7 lists those institutions with registered programs. Inmates who complete a training program are given a certificate of apprenticeship training. If an offender is released prior to completing a training program provisions are made for his transfer into a comparable program on the outside.

This program does not provide support monies. The extent of services offered is limited to advisory services and counseling.

TABLE 4-7

CORRECTIONAL INSTITUTION APPRENTICESHIP PROGRAMS

State Institutions

Oregon State Prison	Oregon (1)
San Quentin, Folsom	California (1)
Mansfield, Lebannon, Marion	
London, Chillicothe	Ohio (1)
Eglin Air Force Base, Jacksonville	Florida (1)
Richmond	Virginia (1)
Monroe State Reformatory, Walla Walla	Washington (1)
Norfolk, Walpole, Framingham	Massachusetts (1)
St. Cloud, Redwing	Minnesota (1)
Jackson	Michigan (2)
Yardville, Annandale, Trenton, Bordertown,	
Clinton	New Jersey (2)
State Reformatory, State Prison	Wisconsin (1)

Federal Institutions

Atlanta	Georgia (2)
Marion	Illinois (2)
McNeil Island	Washington (2)
Sandstone	Minnesota (1)
Danbury	Connecticut (1)
Ashland	Kentucky (1)
Petersburg	Virginia (1)
El Reno	Oklahoma (2)
Terre Haute	Indiana (2)
Lewisburg	Pennsylvania (2)
Fort Worth	Texas (2)

(1) State Registered
(2) Federally Registered

4.2.8 National Endowment for the Arts

The National Endowment for the Arts (NEA) came in to existence in 1965 with the passage of Public Law 89-209. The advisory body and policy making capacity for NEA is the responsibility of the National Council on the Arts. At the same time as the formulation of this council, the Act also established the National Council and Endowment for the Humanities. Both endowments are grant-making agencies and both Councils serve as advisory bodies.

The budget allocated to the Endowment has grown from $2.5 million in fiscal year 1966 to over $60 million allocated during fiscal 1976. Endowment project grants have provided funding to individual artists in all of the creative disciplines, as well as to artisans working in crafts. The Chairman of the Endowment makes the final decision on all awards. These are based on recommendations from the National Council on the Arts (the NEA advisory body) as well as consulting panels in this field. These grants, with few exceptions, must be matched, at least dollar-for-dollar with non-Federal funds.

The Endowment has largely through the Endowment's Expansion Arts program funded prison art projects. In fiscal 1975, nearly $210,000 was spent on prison art related projects.

The following list identifies by state, project and amount, the various projects:

PRISON PROJECTS FUNDED IN FISCAL YEAR 1975
(According to State)

Connecticut	
Connecticut Commission on the Arts	6,425
Florida	
Fine Arts Council of Florida	15,000

Louisiana	
Louisiana Council for Music & Performing Arts, Inc.	6,330
Minnesota	
COMPAS/New Focus	10,000
Guthrie Theatre Foundation	12,500
New York	
The Family	10,000
Black Emergency Cultural Coalition	20,000
Cultural Council Foundation	4,000
Floating Foundation of Photography	10,000
Hospital Audiences, Inc.	7,500
Theatre for the Forgotten	17,500
Cell Block Theatre Workshop Corp.	15,000
Oklahoma	
Oklahoma Arts & Humanities Council	15,000
Rhode Island	
Rhode Island State Council of the Arts	9,000
University of Rhode Island	5,000
South Carolina	
South Carolina Arts Commission	15,848
Washington	
Black Academy of Music	15,000
West Virginia	
Theatre Arts of West Virginia, Inc.	14,000
Three Rivers Arts Council	

Some selected project descriptions:

Connecticut Commission on the Arts: The Connecticut Commission on the Arts has established an information seeking project that will identify the needs of correctional facilities, and describe the means and methods by which the state can relate the arts and artists to the incarcerated individual.

Fine Arts Council of Florida: The Fine Arts Council of Florida, which is part of the Division of Cultural Affairs, has been actively involved in the development/expansion of arts programs efforts located in correctional facilities. In this capacity it has worked closely with the Division of Corrections in developing both needs criteria and priorities in implementing these programs. These programs have in the past included exchanges of penal and "free world" artwork exhibitions/performances, and numerous in-service workshops and seminars designed primarily to upgrade staff quality in the institution.

Guthrie Theatre Foundation: The Guthrie Theatre Foundation, alone and in conjunction with the Minnesota Corrections Department's "New Focus" project, has been involved in a continuing theatre arts program in the state correctional facilities.

The Family: This is a New York City theatre group made up of ex-offenders. Through the technical assistance of professional actors, this group has grown into a regularly performing troupe. The Family often performs at correctional facilities and is also involved in providing training workshops for the incarcerated offender.

Black Emergency Cultural Coalition: The Black Emergency Cultural Coalition (ECC) Project is a New York City based prison cultural exchange program that has, among its many objectives:

- o providing motivation and education to gifted, talented inmates
- o providing exposure to the arts via slide presentations and seminars
- o assisting inmates to show their artistic efforts in exhibitions.

Cultural Council Foundation/Free Space: Yet another New York City based project, the Free Space project brings literary arts to the inmate and ex-offender population. They organized, with the assistance of local professionals, classes in poetry, playwriting, fiction and skills remediation.

4.3 FEDERAL OBLIGATIONS FOR CORRECTIONS EDUCATION PROGRAMS

Table 4-7 presents available funding information concerning Federal agencies corrections education expenditures in fiscal year 1975. Where hard data was not available, and in many cases it was not, approximations or estimates were utilized. The method by which we arrived at these estimates are footnoted.

Fiscal specificity of Federal allocations has been made increasingly more difficult by the recent trend of Federal agencies shifting from discretionary grants to block funding procedures. In many cases, we were given a total amount of Federal expenditures on related corrections education program efforts, but because disbursement of funds occurred on the local level, we were unable to determine precise dollar amounts actually allocated for specific corrections education programs. The problem is further compounded by current data reporting requirements of the OMB, which often lack the necessary specificity of information to conduct any meaningful fiscal or program analysis.

In many respects, the LEAA funding information in Table 4-8 is the most accurate of our figures. Upon request, the LEAA grant information system identified nearly 500 projects funded during fiscal years 1974-1976, under the heading of "Employment, Training, Education Tutoring Programs" - all potential corrections education programs. If LEAA had not provided MetaMetrics with complete project descriptions for each of 498 programs, total budgeted amounts for all these programs would have been reported - a figure that would have been significantly larger than the one presently found in Table 4-7. However, by analyzing the individual program data, MetaMetrics staff was able to screen out all projects that did not meet our definition of corrections education. This resulted in over 40% of the LEAA identified corrections education projects being removed, thus not considered as part of LEAA funding in this area.

As previously noted, it has been estimated that the states provide for slightly less than 80% of the total costs for academic programs in non-Federal institutions. If the $107 million (this does not include the $11 million spent by the BOP in Federal institutions) represents the 20% Federal level involvement, then according to this percentage breakdown, the states collectively spend nearly $428 million. Total amounts spent on corrections education (including vocational, social programs, as well as educational programs, for both Federal and non-Federal institutions would be approximately $546 million. It is estimated that only 20% or $500 million of the conservatively estimated $2.5 billion spent each year on corrections is for rehabilitative programs. MetaMetrics' findings support current estimates of corrections expenditures for rehabilitative programs that include educational programs.

Table 4-7

Federal Obligations for Corrections Education Programs

AGENCY	AMOUNTS (1975 actual when possible)
Dept. of Health, Education and Welfare	
Office of Education	
ESEA Title I	$29,575,000
ESEA Title II	
ESEA Title III	594,000
Education Innovation and Support (Title IV)	90,000 (1)
HEA Title I	107,000
HEA Title II	135,000 (5)
FIPSE	325,998
SEOG	N.A. (4)
BEOG	2,890,000 (3)
Teacher Corps (Title V)	1,381,305
Adult Education	5,200,000
Vocational Education	6,000,000
Library Services and Construction	1,200,283
Sub Total OE	47,498,303
Office of Human Development	
Basic State Grants	17,000,000 (4)
Expansion Grants	N.A. (4)
Rehabilitation, Research and Demonstration	N.A.
Sub Total Rehab. Services Admin.	(17,000,000)
Office of Youth Development	
Youth Service Systems	5,000,000
Sub Total OHD	22,000,000
Office of Upward Mobility (Personnel)	
Project Start	103,000

Table 4-7 (Continued)

AGENCY	AMOUNTS	
Alcohol, Drug Abuse, and Mental Health Administration		
National Institute of Mental Health	$2,636,000	
National Institute on Drug Abuse	N.A.	(4)
National Institute on Alcoholism	N.A.	(4)
Alcohol Abuse	N.A.	(4)
Sub Total of ADAMHA	2,636,000	
Total Dept. of Health, Education and Welfare	$72,237,306	
Department of Labor		
CETA Title I		
Comprehensive Manpower Service	3,000,000	(6)
CETA Title II		
Public Employment Programs	13,000,000	(6)
CETA Title III		
National Programs for Selected Population Segments	1,337,906	(6)
CETA Title VI		
Emergency Public Employment	6,000,000	
Employment and Training Research and Development	N.A.	(7)
National Apprenticeship Act of 1937 Apprenticeship Training Program	N.A.	(8)
Total Department of Labor	$25,337,906	
Department of Justice		
LEAA		
Block	8,600,000	
Discretionary	800,000	
Sub Total LEAA Obligations	9,400,000	
Bureau of Prisons	11,500,000	
Total Department of Justice	$20,900,000	

Table 4-7 (Continued)

AGENCY	AMOUNTS
National Endowment of the Arts	200,000
TOTAL CORRECTIONS EDUCATION OBLIGATION	$118,675,212

FOOTNOTES

1) Data was not available specific to corrections education expenditures under this program. We are aware of one project funder under $90,000 under Dropout Prevention during FY75.

2) 1975 3.5 million on JP programs VEA's, 1973 2 million on JD (Total 73 juvenile and adult 4,533,697) estimated same level in adult but add new increase for JD - this estimate is most likely low.

3) Basic grant monies used for corrections education were estimated as follows. Approximately 3,400 inmates in Federal and State institutions receive Basic Grants. If each inmate receives the average grant allotment of $850., then an estimated $2,890,000 of BEOG funds is utilized for corrections education.

4) We are aware that program funds are being utilized to support corrections education activities, however, the sponsoring agency was not able to supply us with any estimate.

5) This is a low estimate - based on the only funding data we have on this program; it is also a 1976 figure (See program description).

6) In 1974, under MDTA, the predecessor to CETA, legislation, $2,565,331 was spent by HEW, and $704,891 by the Department of Labor for corrections education. Estimates on CETA funds benefiting offenders are based on fiscal year '76 proportions of funding for the State of Wisconsin which maintained data on offender participants. Proportions were 1% for Title I, 5% for Title II and 2% for Title III. These proportions were reduced by two-thirds and applied against first year appropriations.

FOOTNOTES (Continued)

7) Estimate not available - see program description

8) This program provides no grant monies - see program description.

9) The amount of Veterans Administration benefits that are currently going to inmates and ex-offenders pursuing academic programs was not available.

SECTION V

FINDINGS AND RECOMMENDATIONS

The series of recommendations provided in this section are based on discussions with key Federal officials in corrections education, extensive examination of the literature, contact with current providers of corrections education services and analysis of corrections education needs and current programming. The recommendations have two thrusts. The first and major thrust addresses the role and policy of the Department of Health, Education and Welfare and other federal agencies vis-a-vis corrections education with emphasis on:

- o The need for an articulated national policy in corrections education
- o Federal agencies' responsibilities in the area of corrections education
- o Roles and functions of the identified agencies
- o Interagency linkages.

Secondly, a series of recommendations that affect current corrections education programming efforts are presented. These recommendations concern the state-of-the-art in corrections education which could be addressed by HEW and other Federal agencies, local and state agencies, private industry, and appropriate national commissions. These recommendations essentially reflect important functions and studies that have not been undertaken.

5.1 THE NEED FOR CORRECTIONS EDUCATION

> "Poor education does not necessarily cause crime. We can say, however, that the greater the problems of the people, including educational problems, the more likely it is that they would resort to crime, either out of frustration or because of economic needs. This is particularly true if people do not have skills to get secure jobs."[90]

5.1.1 Education Levels and Requirements

There exists sufficient statistical information -- even if there are variances in the overall findings concerning educational attainment levels among offenders -- that clearly demonstrates a need for educational and vocational programming for the offender population. According to statistics:

- There are approximately 250,000 inmates in U. S. corrections facilities on a more or less permanent basis. Typically, the inmate is young, male and has not completed a high school education. For Federal inmates the average grade completion was 9.7 years and for state and local corrections facilities the average was lower (8.5). The average inmate functions two to three grades below the actual number of school years completed. The majority of inmates will stay in custody less than two years, and 19 out of 20 of them will make an eventual return to society.

- It has been estimated that up to 90% of the adult inmates of the penal institutions are school drop-outs. The 1970 census indicated that possibly 25% of the adults of the general population dropped out before high school graduation. For the general population, the average completed grade level for adults was 12.1, while the figure was an average of 8.5 for adult inmates.

- In a recent study conducted by LEAA, it was estimated that 34% of the juvenile corrections population were functionally illiterate and that as much as 20% of the adult offender population were functionally illiterate.[9]

- Although intelligence tests administered to federal inmates revealed that 87% of them scored "average" or "above average", the fact is that the majority of this population has neither the necessary social, educational nor vocational skills to realize their potential. As a group, offenders and ex-offenders are under educated, unemployed, and unemployable and represent a disproportionate margin, the lower economic levels and minority groups.

The preceding provides the dimensions of educational deficiencies of offenders and the diversity of needs in educational programs and training. The emphasis of the educational programming, accordingly, should be developed with respect to the educational background of the program recipients. This varies between state, local and federal correctional systems as well as within the various systems themselves. Corrections educational programming must be diverse to fully meet the educational needs of the inmate population which range from the most basic and elementary of educational skills to university level work.

Although there may be some discussion as to corrections education as a right on adult levels, there is general concurrence that corrections education programming definitely belongs within the juvenile system, if for no other reason than most juvenile offenders are under compulsory education laws.

The offender, both juvenile and adult, constitutes a population with diverse backgrounds, skill levels, ethnicity, abilities and knowledge. Many offenders possess a history of apathy, indifference, and distrust to traditional educational settings and approaches. MetaMetrics recommends that correctional education programming be conducted with the explicit recognition of the diversity of offender education requirements.

5.1.2 Vocational Needs of the Offenders

It has been estimated that between 40% and 65% of the federal prison inmate population lacked a marketable skill. In a survey conducted in 1975 for the Department of Labor, it was estimated that only 34% of the inmates were likely to acquire sufficient job skills during incarceration. The study also indicated that although considerable attention has been given to the concept of community corrections programs in past years, only 4% of the inmates have participated in any type of work release programs. An additional one half of 1% participated in vocational training education release programs. Over half of all inmates are unable to participate in vocational training as currently provided in corrections facilities. Among some of the reasons given were that inmates lack the aptitude or interest, and do not meet academic requirements to attend the courses. The Department of Labor study revealed that although three out of four institutions do conduct formal vocational training programs, the majority of institutions do not offer sufficient programs to meet individual inmate needs.[92]

MetaMetrics recommends that HEW, in concert with the Department of Labor, develop a cohesive national approach to vocational education and training needs of the offender population.

5.1.3 Needs of the Ex-Offender

Although there have been no comprehensive studies conducted on the conditions of education as they relate to parole and probation on a national level, the Education Commission of the States (ECS) has, in the course of their study on corrections education, drawn some preliminary conclusions:

- The majority of adults and juveniles given probation do not complete high school. It was also found that most paroled adults and juveniles do not return to school, even though their educational level is below that of the general population. The cost of an education often precludes any re-entry into any educational programs for ex-offender adults. This problem is even more severe for those ex-offenders who have a family to support.

- Although there exists some on-campus programs for adult offenders, there is often no continuing education programs for parolees and probationers.

- There is a minimal amount of both academic and vocational counseling taking place in prisons: consequently, offenders are often released back to the community without adequate preparation in these two vital areas.

Given the fact that approximately 95% of the people sent to corrections institutions eventually come back to our communities, and that the average length of institutional detention is less than two years, the need for systematic vocational training programs becomes all the more dramatic. Glasser indicated that effective education and training programs during the period of incarceration significantly improves the chance of survival for the inmate upon their release in the community at large. He also found that individuals able to secure meaningful employment upon their release had a much higher rate of success, measured in terms of recidivism, than those who did not.[93]

The vocational and educational needs of the ex-offender are often not addressed or dealt with by the responsible social service agencies. Unfortunately, the result is that without these socio-economic skills, the ex-offender too often finds it difficult to escape the cycle pattern of jail-release and back to jail again.

Probation and parole have been the keystone programs in community corrections. The Department of Health, Education and Welfare should address the education needs of the non-incarcerated offender population and aid the development of alternative programs to incarceration.

5.2 CORRECTIONS SERVICE SYSTEMS

> "If corrections can be called a service in the same way as education, transportation or health, it is clear that present correctional services, with their goals vacillating between punishment and rehabilitation, are unsuited to meet complex human needs. The ambivalence of public attitudes and the decision of public representatives will reenforce this tendency. There is no one logical step from an awareness that people have committed crimes to the realization that if we want these people to have a chance of coping better in the future, we need to address their educational, social, and psychological needs in a humanitarian way. However, and unfortunately, correctional systems have difficulty in addressing these issues and needs. To a large degree this is attributable to the fact that there is no one correctional system in the United States, rather there is a series of subsystems and sub-systems within these structures.[94]

The corrections system consisting of correctional facilities, detention centers, halfway houses, parole and probation agencies is a massive, complex, and uncoordinated system that jurisdictionally, crosses local, state and federal boundaries. Corrections and detention have overall reponsibility for 1.3 to 1.5 million persons and in the course of the year handles nearly 3 million cases.[95] Corrections and detention involve the fifty states, over 3,000 county municipal systems and the Federal government.

Recent studies have indicated that almost all states have highly fragmented correctional systems, with various correctional responsibilities vested either in independent boards or non-correctional agencies.[96] In a survey conducted by the Advisory Commission on Inter-Governmental Relations, it was found that in over 40

states, neither states nor local governments had any full scale responsibilty for comprehensive correctional services. They found that with some of the correctional services, particularly parole in adult and juvenile institutions, were administered by state agencies, while other correctional services such as probation, local institutions and jails and juvenile detention centers were local or county responsibilities.[97]

Within most states there exist three separate correctional systems -- local, state and federal. Typically, the state system is characterized by a centralized jurisdictional control of its network of prisons and extensive parole system. Local facilities differ according to the needs, available resources and size of the local communities. Because of the various governing factors involved in administrating the correctional systems -- both juvenile and adult -- there often is little or no communication between state and local corrections officials.

The situation becomes even more complicated in the provision of educational services. Traditionally, education has been the responsibility of local school districts. Higher education began as a privately sponsored effort and since the 1930's has been developed primarily by state governments. It is only recently that the Federal government has assisted in efforts at these local and state levels through the Elementary and Secondary Education Act of 1965 and the Higher Education Act of 1965.

Inmate education has been developed by and large within the institutional setting and as a consequence there has often been minimal interaction between the institutional systems and the community systems. It is only within the past decade, with the infusion of Federal education funds on the local and state level to educate the offender population, that there resulted a need to coordinate activities between the two systems. The funneling of LEAA and HEW funds through state agencies has helped to establish a linkage between the corrections and education people. In some states this problem has been addressed through the development of correctional school districts.

There are eight such overall state districts in existence. Positive features of the districts include the provision of funds from the State Department of Education and associated support services.

At issue in improving and increasing corrections education services provided to offenders is more the manner in which the services are delivered, rather than any changes in the educational curricula. Currently, correctional services, including education, have neither uniform external accountability to departments, legislators, educators or other obvious groups, - or internal accountability because of extreme variations in and among the states and fragmentation of functions among the state sub-system.

5.3 POLICY AND COORDINATION IN CORRECTIONS EDUCATION

The MetaMetrics review of corrections educational activities sponsored by federal agencies indicates that there are no systems to collect, store and disseminate information about prison education programs; and there are no intra or inter-agency systems for developing rationales for corrections education programs, planning and implementing programs, and evaluating programs. Federal agencies are involved in corrections education programs and there is no reason to believe that this effort will disappear or diminish significantly in the near future. It is clear that a policy of coordination of education effort across agencies needs to be undertaken.

5.3.1 Federal Policy and Programming

The United States Office of Education, the Department of Labor, Department of Justice, and other agencies located with the Department of Health, Education and Welfare, currently have programs addressing the needs of the criminal offender. These programs collectively, however, have only had a minimal impact with respect to the actual need for corrections education. Demonstration projects are funded for short terms and are terminated. Funds are made available to specialized populations, but no

provision is made for stimulating the use of these funds within corrections. Several agencies' efforts within corrections education depend almost solely upon the initiative of selected individuals. The overall effect of Federal programming in corrections education has been one of good conceptualization, successful demonstration projects and a lack of follow-up on program development and implementation.

There is no formally articulated agency policy regarding the role of corrections education at HEW or any other Federal agency. In the absence of formal policy, there do exist definite agency attitudes concerning corrections education related activities. Interviews with both staff and administrators indicated that key agencies are directly or indirectly funding corrections education related projects, but no single agency has stepped forth as a leader in establishing objectives in corrections education and corrections education policy. Corrections education projects are generally "side line" efforts of Federal agencies. Usually these projects have a sponsor within the agency. In many instances this is an official who has a personal or or professional interest in corrections education and has successfully supported funding for such projects. It is on this level that policy, or what might be more appropriately defined as agency attitude regarding corrections education, is formulated.

Since there is no direct policy regarding corrections education, there is also a lack of data collection which could assist in determining the extent of current needs and program efforts. Even with the stipulation of the CETA Act that the Secretary of Labor compile data on the incidence of unemployment among offenders, the Bureau of Labor Statistics has determined that comprehensive data on labor force status of offenders are not presently available and data necessary to satisfy this CETA requirement would not only be difficult to obtain but exceedingly costly.

Another consequence of having no defined agency policy concerning corrections education is that it is difficult to determine the impact that some federal programs might be having in this area, since programs are not administered with objectives or overall policy in mind. Some officials do not administer their program with the intent of affecting educational needs of the offenders. In many cases, they were unaware of the specifics of how their program either could or does relate to corrections education. Because officials are unaware of existing programs relationships in the area, no effective strategy has been developed to coordinate Federal efforts in corrections education.

5.3.2 Intra Agency Coordination

Not only is there a lack of interagency coordination among the Federal agencies, but there even exists conflicting program emphasis within Departments and single agencies. For fiscal year 1977, the Office of Education, under Title I, allocated $43.3 million dollars for compensatory education programs for neglected or delinquent children in state and local institutions, including juveniles detained in adult correctional facilities. Of this amount, approximately $23.5 million dollars goes to local education agencies and state educational agencies for compensatory programs for the 53,000 delinquents located in state and local institutions. An additional $8.2 million dollars ($415,000 dollars to LEA's and $7.8 million to SEA's) goes to 14,000 juveniles located in adult correctional institutions. Under Title I, the allocations can only be made based on average daily attendance counts, and the children must be in the institution for more than thirty days. Within OE, there is no explicit policy excluding de-institutionalization but the net effect of Title I and the emphasis is on institutionalizution. However, the Center for Studies of Crime and Delinquency, an NIMH program also under the HEW, and the Office of Youth Development, have both recently taken a stand against institutionalization.

The Center at NIMH has over the past several years actively encouraged and sponsored community based treatment centers, as an economic alternative to institutionalization. The NIMH community based models represent a treatment package that have wide applicability -- they can, with minor modification be adapted to a variety of settings, communities and problems. At some point a decision will have to be made on this important issue. Are HEW monies going to continue to fund programs directed to the institutionalization of juveniles, or are more economic and humane programs not featuring institutionalization as a component going to be developed along lines of the models proposed by the NIMH Center for Studies on Crime and Delinquency?

5.3.3 Federal-State Relations

Concomittant with the Federal leaderhsip's inability to allow the development of corrections education policy and programs, local corrections programmers themselves usually have little knowledge of the full range of functions and resources of the state and federal agencies. Correctional personnel often are not familiar with which clients are eligible for services and what types of services are available for offenders and ex-offenders. Corrections programming has traditionallly been a step-child among state agencies which has often resulted in low budgets, inadequate staff and facilities. In many cases, corrections agencies are extending their resources just to maintain security and have no resources, either manpower or financial, to initiate and develop innovative rehabilitative programs.,

There is a need for information sharing between federal agencies providing corrections related services, and the local and state agencies that can utilize the services and resources. It is critical, however, for federal agencies to determine what it is that they do or can potentially do in the area of corrections education.

A related issue to the overall problem of federal coordination in the area of corrections education concerns the recent trend of Federal agencies shifting from discretionary grants to block funding procedures. This policy of "New Federalism" impacts on corrections education programming in several ways. The significant effect revolves on the transfer of power that occurs with the shift in authority to disburse the Federal funds. Decision making takes place on the local level as they have ultimate control in disbursing the block funds and with that transfer of authority goes the control of program objectives and priorities. The absence of outside pressure groups in corrections education and potential reduction of pressure for programs in this field (e.g., lessening the federal agencies' authority through block grant funding) may only exacerbate the situation.

Another issue of the new federalism approach concerns the ultimate program accountability of the local and state agencies. There can be no accountability if Federal agencies are unaware as to how and for whom the funds are spent and given current data collection efforts, it is doubtful that many Federal agencies will be able to obtain such data. Because of changes in OMB requirements, states and local grantees of federal funds do not have to specify what portions of their monies were allocated to the offender and ex-offender populations. Although that information may exist on the local, and possibly the state level, the data collecting experience indicates that this information is not retrievable at the federal level. At a minimum then, more specificity of information on federal forms soliciting program data is required.

5.4 EFFECT AND IMPACT OF CORRECTIONAL PROGRAMMING

The last decade has seen a series of analyses of correctional programs that have concluded that few if any of the traditional custody and treatment programs have made much difference in the recidivism rate. Based on this research, two opposing points of view have often been concluded.

One states that the majority of offenders are beyond any help that could be provided by correctional facilities. That rehabilitation is not successful is proven de facto by their repeated incarcerations. They have been "institutionalized" and "re-institutionalized" and will continue in their pattern of release/incarceration despite any rehabilitation efforts. The position of those believing this point of view is that corrections facilities should simply be punitive incarceration centers.

The opposing point of view stresses that the failure of past rehabilitative efforts is not so much a function of the incorrigibility of the offender as it is of the incorrigibility of the corrections system. Improved rehabilitative programs and deinstitutionalization are seen as the answers. In support of the latter position there has been an increasing number of studies that demonstrate the effectiveness of both educational and vocational programs in not only reducing recidivism rates, but in improving the overall quality of life of those who participated in the corrections education programs.

It is significant that both the punishment and rehabilitation position have strong public and research data to support their contention. The Education Commission of States, in one of their reports, indicated that this has resulted in legislators, governors and educators and corrections staff being divided between these two alternatives, "one that tends to insure punitive environments in corrections, and a second that as a matter of public policy, tends to preserve current correctional facilities and staff while largely ignoring critical education, psychological and social needs of offenders. If doing nothing works as well as doing something, legislators may well opt for doing as little as possible."

5.5 ROLE OF THE DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

The future of corrections education depends to some extent upon the policy directions provided at the Federal level. A recent policy orientation of the Law Enforcement Assistance Administration has been to de-emphasize post-secondary education and provide basic programs and some vocationally oriented programs for

offenders. This approach is being advocated by national and regional LEAA personnel and the impact of this will be felt in the next two years at the local level as programs of cultural enrichment such as art, dance and drama as well as higher educational opportunities are diminished. To the extent that such a policy can be effectively promoted at the state and local levels, the result may actually be a decline in the resources being provided to corrections education.

There is little or no coordination of corrections education within agencies. HEW spends $72 million dollars a year on corrections education and does not officially recognize its important role in this area. HEW also does not coordinate agency activities in providing educational services to the offender population.

The Department of Health, Education and Welfare has not formulated a coherent policy regarding problems and issues of providing educational services to the corrections target populations. The Fund for the Improvement of Post-Secondary Education, for example, may be de-emphasizing this particular segment. On the other hand, the evidence of interest at the local and state levels in providing educational programming is expected to continue into the future. While an increasing proportion of the total LEAA block funds is going into corrections education programming, this may still be inadequate to address a population whose median educational level is close to the 7th grade.

There exists a need for corrections education and studies have found that concerned and well managed corrections education programs do have an impact. The corrections target population lacks a voice for expressing their educational concerns.

HEW is involved in corrections education programs and there is no reason to believe this effort will disappear or diminish significantly. MetaMetrics recommends that the Office of the Secretary take positive steps to clarify the HEW position on corrections education. These steps include outlining departmental objectives in corrections education, obtaining improved data on corrections clientele served by HEW programs, coordination of HEW program efforts and coordination with other agencies.

5.5.1 HEW Programming Coordination

HEW agency efforts in corrections range from research (NIMH) and support (Teacher Corps) to the funding of delivery of education services to offenders (Title I, ESEA). These diverse activities cannot be directed by a single agency within the Department. The reorganization of HEW to result in a Corrections Education Office could actually reduce short-term resources available for corrections education and stifle experimentation and the innovation that comes from diverse viewpoints.

Advantages of a single HEW agency are defining goals and objectives, devising legislation, providing a focal point for pulling interest groups, implementing HEW policy, and collecting and analyzing corrections education data. These functions conceivably could be performed by an HEW coordinating committee or task force.

The major advantages of such a committee is that it avoids the disadvantages of centralization and can encourage broad, multiple agency involvement in corrections education programs. The disadvantage is that a committee might not accomplish the intended results of gathering information about programs and sharing ideas on educational philosophy, program structure, and implementation strategies. Large complex agencies themselves ordinarily do not have coordinating systems within HEW and consequently are largely not equipped to accomplish the preparations which would be required for their effective participation in such a committee. In addition, the history of inter-agency bodies suggests that the agencies do not engage in the purposes of an inter-agency body with a strong enough commitment and investment of personnel required to accomplish the purposes of the body. A coordinating committee within HEW can be effective if sufficient support is provided at the Secretary's level in terms of interest and available resources.

MetaMetrics recommends the establishment of a Representative of Corrections Education with the Office of the Secretary with the function of representing the interests of the corrections clientele similar to the representation provided other minority and disadvantaged groups. This special office should be provided with the responsibilities, resources, and powers required to collect, store and distribute information on corrections education programs and to accomplish the coordinated development of program rationale, planning, implementation and evaluation. The stifling consequences of moving all correction education to one agency would be avoided and information and coordinating efforts could be accomplished.

This special office would require sufficient independent funding and staffing to accomplish these activities. To ensure that HEW agencies would cooperate in the corrections education efforts, MetaMetrics recommends that the office form and direct the task force or committee charged with providing a coherent policy direction for the Department of Health, Education and Welfare. The task force, comprised of HEW agency officials involved in corrections education, could collect information, serve initially as a clearinghouse, provide an environment conducive to discussion of corrections education problems, solicit interest group input, and shape policy and coordinate activities of the various HEW agencies.

5.5.2 Departmental Relationships

The two agencies identified as providers of over 90% of the Federal funds allocated to correctional education programs are the Law Enforcement Assistance Administration in the Department of Justice and the Department of Health, Education and Welfare. Because HEW funds the majority of correctional education related programs, MetaMetrics recommends that HEW coordinate their activities with LEAA and take a leadership position in providing corrections education services. The Law Enforcement Assistance

Administration is essentially a new federalism program which provides the bulk of its available funds in block grants to states for allocation to competing grant applications which are selected at the local and state levels. Accordingly, there is a wide disparity in the number of corrections education programs being funded by different states. There is also wide disparity in the nature of these particular projects. The Law Enforcement Assistance Administration can stimulate particular program areas by requesting that state plans address critical areas within their state plans.

Through state plans LEAA can ensure that corrections education programming is addressed on the state level. The state plans determine how most of the LEAA funds are to be spent and must be comprehensive to insure that all pertinent issues are addressed and available resources are utilized in the most efficient manner. It follows, contingent to the development of an overall national strategy concerning corrections education arrived at through joint interagency discussions, that LEAA would have the responsibility for developing specific corrections education guidelines for the states to be incorporated into their state plans. Currently, the Omnibus Crime Control and Safe Street Act of 1968, as amended, and the Juvenile Justice and Delinquency Prevention Act of 1974 requires the state plan to include priorities and comprehensive planning for improving justice before block funds can be approved. It remains to be seen to what extent corrections education programming could be interpreted under existing statutes.

There currently exists a means by which LEAA can coordinate and direct certain efforts of other federal agencies. Section 204 (b) (2) (4) and (f) of the Juvenile Justice and Delinquency Prevention Act grants LEAA the authority to coordinate certain juvenile delinquency related efforts of other federal agencies. At a minimum this portion of the Act gives LEAA an opportunity to initiate a vehicle to coordinate federal efforts, at least in the provision of corrections education to juveniles.

In a similar fashion, HEW can stimulate adult corrections education planning. Rules and regulations for State Adult Education Programs specify that each state shall prepare an annual program plan to be submitted to the United States Commissioner of Education. The information must be in sufficient detail to enable the Commissioner to determine to what extent progress is being made with respect to all appropriate segments of the adult population in need of adult education.

Besides administrating most of the Federal Government funds in education, HEW works with education organizations which makes it an ideal agency to coordinate educational corrections projects. However, before HEW can develop a role of coordinating federal activities in corrections education, it will first have to acknowledge that it is actively involved in this area and coordinate its own program involvement so as to better assist other Federal agencies, state and local programs, and correctional educators.

With LEAA and HEW active in funding corrections education programs, there should, at a minimum, be a forum to coordinate the respective agency efforts to assure a more effective use of grant money. Information sharing at this level must take place whether it be coordianted through an office located at the level of the Office of the Secretary of HEW, or through planned monthly meetings of the involved agency officials.

5.6 GENERAL CORRECTIONS EDUCATION RECOMMENDATIONS

In the course of the study, a series of recommendations that pertain to the general field of corrections education were developed. They are largely based on the literature review and discussions with individuals active in the field. These recommendations may or may not be functions or tasks that would be under the auspices of our proposed Office of the Secretary, however, they represent identifiable areas of need.

1. There is a need for a state-of-the-art report on current learning theory and educational technology as it pertains to corrections education.

2. The need for a survey of existing program models and/or organizational arrangements that link correctional and educational sub-systems.

3. The need for educational standards in adult corrections areas, concurrent with establishing stringent evaluation procedures of corrections education programs.

4. A need for a national clearinghouse or reference center on corrections education.

5. The need for a variety of technical assistance programs, including:

   - o Planning and developing new programs
   - o Staff development and training
   - o Identifying grant sources and providing grant writing assistance
   - o Providing career educational guidance for current corrections education staff
   - o Developing and expanding vocational education programs
   - o Developing and conducting in-service workshops that would involve all members of the Corrections Education team -- both correction specialists and teachers.

6. A need to examine new methods of funding, including:

   - o Encouragement of private enterprise through loans such as NDEA loans
   - o Bank loan guarantees for prisoners
   - o Direct assistance to state agencies
   - o Use of system similar to the migrant education program where funds are distributed based on the number of migrants in each state

7. Innovative educational approaches to corrections education

- o Utilizing the mainstreaming concept for delinquent youths
- o Promoting use of community colleges as a reentry center and alternative to prisons
- o Exploring impact of corrections system-wide school districts

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